

# Child and Family Welfare

(Being the official organ of the Canadian Council on  
Child and Family Welfare.)

Vol. IX

MAY 1934

No. 7

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Published by

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OTTAWA, - - CANADA

## PUBLICATIONS

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- \*No. 1. The Spiritual and Ethical Development of the Child, 1922.
- \*No. 2. British Columbia's Child Health Programme, 1923.
- \*No. 3. Agricultural Training for the Dependent and Delinquent Child, 1923.
- \*No. 4. Reducing Infant Mortality in City and Rural Areas, 1922.
- \*No. 5. The Juvenile Employment System of Ontario, 1923.
- \*No. 6. A Statistical Review of Canadian Schools, 1923.
- \*No. 7. Housing and Care of the Dependent Child, including Standards of Placement, and a Model Dietary for Children's Home, 1924.
- \*No. 8. A Comparative Study of the Child Labour Laws of Canada, 1924.
- \*No. 9. The Child of Canada's Hinterlands, 1924.
- \*No. 10. Grants in Aid to Children in Their Own Homes, 1924.
- \*No. 11. Courts of Domestic Relations, 1924.
- \*No. 12. The Social Significance of Child Labour in Agriculture and Industry, 1924.
- \*No. 13. A Comparative Summary of the Canadian Adoption Laws, 1924.
- \*No. 14. Some Angles of Discussion in the Juvenile Immigration Problem of Canada, 1924, together with the Immigrant Children's Protection Act of Ontario, 1924.
- \*No. 15. Juvenile Immigration Report No. 2, 1925.
- \*No. 16. Special Training for School-Age Children in Need of Special Care (5th Edition, 1930).
- \*No. 17. The Juvenile Court in Canada, 1925.
- No. 18. The Council's Objectives, 1925-30. (Published in French also).
- \*No. 19. The Child in Industry: Progress 1920-25, and Recommendations 1925-30.
- \*No. 20. Progress in Education and Recreation, Canada, 1925-30.
- \*No. 21. A Guide to Your Reading on Child Welfare Problems, 1927 (A Short Classified Bibliography).
- No. 21. S. H. Some Sources of Material re Health Education for Schools.
- No. 22. Legal Status of the Unmarried Mother and Her Child in the Province of Quebec, 1926.
- \*No. 23. Teaching International Relationship (to children), 1927.
- \*No. 24. The White List of Pictures Children Will Like, 1927.
- No. 24A. Motion Pictures Children Will Like. (Bi-monthly)
- \*No. 25. Canada and the World's Child Welfare Work, 1927.
- \*No. 26. Progress 1920-25 and Recommendations 1925-30 in Child Welfare Legislation, 1926.
- \*No. 27. Problems in Family Desertion: Prevention, Rehabilitation, Legislation, 1926.
- \*No. 28. Child-Placing, 1926.
- No. 29. Canada and the International Child Labour Conventions (August 1, 1926).
- No. 29a. Action Necessary by the Nine Provinces of Canada for Canada's Adherence to the International Child Labour Conventions (August 1, 1926).
- \*No. 30. Study Outlines of Some Child Welfare Problems in the Canadian Field, 1927.
- \*No. 31. The Story of the Curly Tails, 1927. (In English and in French).
- No. 32. What is Malnutrition?
- No. 33. The Home Training of the Blind Child, 1927. Second Edition, 1932.
- No. 33a. The Home Training of the Deaf Child, 1932.
- No. 34. The Juvenile Court in Law and the Juvenile Court in Action, 1930.
- No. 35. Infant Deaths in a Canadian City, 1928.
- No. 36. Child Welfare Legislation in Canada, 1927, 1928, 1929.
- No. 37. The Recidivist Group and Custodial Care, 1928.
- No. 38. Sex Education in the Child Welfare Programme, 1928. Second Edition 1931.
- \*No. 39. "Several Years After." Report of Juvenile Immigration Survey, 1928.
- No. 40. "In Answer to Your Query" (Directory of Child Welfare Agencies), 1928.
- No. 41. Child Protection in the Programme of Child Care.
- \*No. 42. Recreation: A Suggested National Programme, 1928.
- No. 43. Canadian Legislation re the Age of Consent and the Age of Marriage, 1928.
- No. 44. Save the Baby from Rickets. (Second Edition 1932)
- \*No. 45. Play and Play Material for the Pre-School Child, 1929.
- No. 46. Legislation: Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 46a. Comparative Summary: Legislation of Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 47. An Investment in Health—School Lunches for Rural Districts, 1929.
- \*No. 48. Youth in Revolt, 1930.
- No. 48a. Youth in Revolt. (Second Edition, 1931)
- No. 49. Private Home Care for Children in Need, 1930.
- No. 50. The Council of Social Agencies in the Community. (Reprint, May 1930 Bulletin.)
- No. 51. The Protection of Child Life. A Story in Pictures, 1930.
- No. 52. The Relationship between Public and Private Agencies in the Family Field.
- No. 53. The Family Court, 1930.
- No. 54. Provisions for Maternal and Child Welfare.

★ Out of Print.

(Continued on inside back cover.)



# **Canadian Council on Child Hygiene** **RECEIPTS AND DISBURSEMENTS—**

RECEIPTS		
Dominion Government Grant.....		\$9,289.07
(also Maternal and Child Hygiene Division).		
Provincial Government Grants—		
(General and French Section, Ontario, Quebec and British Columbia)		1,200.00
Donations—		
General.....	\$8,071.53	
French Section.....	908.50	
		8,980.03
Membership.....		1,046.50
Printing and General Publications—sale of.....		261.83
Institutional Record Forms—sale of.....		73.57
Bank Interest and Exchange.....		83.71
Surveys and Field Work—		
Victoria Survey.....	\$281.77	
Saint John.....	201.50	
		483.27
Recreation Services—		
Refund on salary and returnable travelling warrant \$25.00.....		388.29
General Refunds—		
Travelling.....	\$68.41	
Conference.....	28.00	
Salaries.....	2,475.00	
Bulletin.....	3.00	
Stationery and Office.....	1.36	
Postage.....	7.01	
Telephone.....	1.95	
Telegrams.....	9.34	
Miscellaneous.....	.30	
Express and Freight.....	5.67	
Temporary Staff.....	1.50	
		2,601.54
Returnable Travelling Warrants.....		410.00
		<u>\$24,817.81</u>

RECEIPTS		DIVISION ON MATERNAL
Balance at Credit April 1st, 1933.....		\$32.28
Grant—Canadian Life Insurance Officers' Association.....		8,000.00
Sale of Literature.....		169.12
Refunds—		
General.....	\$195.55	
Dominion Government—Postage and Consultant Services	310.93	
		506.48
Returnable Travelling Warrant.....		60.00
Deficit—March 31st, 1934.....		163.62
		<u>\$8,931.50</u>

RECEIPTS		SUMM
General.....		\$24,817.81
Child Hygiene.....		8,767.88
		<u>\$33,585.69</u>

WORKING RESERVE		
March 31, 1934		
Reserve accumulated as working capital prior to Council's full-time programme 1920 - 5.....		\$8,975.21
Interest accrued.....		400.58
		9,375.79
Transferred from Family Welfare Reserve account No. 29341 by authority of the Board of Governors.....		496.65
		<u>\$9,872.44</u>



# Child and Family Welfare

NTS—APRIL 1, 1933—MARCH 31, 1934

## DISBURSEMENTS

Annual Meeting.....		\$38.84
Surveys and Field Work.....		227.01
League of Nations Representation.....		518.25
Recreation Services.....		1,507.03
Extension and Campaign.....		118.01
French Section.....		1,500.00
"Child and Family Welfare".....		1,198.06
Printing and Publications.....		1,227.40
Office Administration—		
Audit Fees.....	\$50.00	
Contingencies.....	102.92	
Equipment.....	231.15	
Express and Freight.....	46.31	
Library.....	59.35	
Subscriptions and Fees.....	43.35	
Postage.....	482.30	
Stationery and Office.....	754.62	
Telephone.....		1,770.00
Telegrams.....		243.05
Rent.....		283.74
Staff—Permanent—Executive.....	\$7,182.69	1,530.00
Office.....	3,153.00	
Family Welfare Secretary.....	\$800.00	
* Retirement to Family Welfare Reserve acct. (transferred at the rate of \$200.00 per month for eight months).....	1,600.00	
Temporary staff.....	2,400.00	
Travelling.....	378.20	13,113.89
Conferences.....		531.64
Returnable Travelling Warrants.....		399.24
Cartage.....		410.00
Exchange.....		3.40
		21.47
		\$24,641.03
Balance forward, General Account.....		176.78
		\$24,817.81

\* "To meet the requirement of the annual meeting 1929 that \$5,000.00 must stand in the Family Welfare Reserve Account prior to the embarkation on a full-time programme in this Division."

## CHILD AND CHILD HYGIENE

## DISBURSEMENTS

Prenatal Letters.....	\$1,346.81
Post-natal Letters.....	2,706.08
Pre-School Letters.....	1,092.15
Postage.....	680.00
Other printing and publications.....	136.47
Salaries.....	2,000.00
Consultant Services.....	249.94
Travelling and Returnable Warrant.....	275.60
All other Expenditures.....	444.45
	\$8,931.50

## SUMMARY

## DISBURSEMENTS

General.....	\$24,641.03
Child Hygiene.....	8,931.50
	\$33,572.53
Balance at Credit General Account April 1, 1934.....	\$176.78
Deficit Child Hygiene Account April 1, 1934.....	\$195.90
Balance April 1st, 1933.....	32.28
	163.62
	13.16
	\$33,585.69

## RESERVE ACCOUNT

March 31, 1934	
To Balance.....	\$9,872.44
	\$9,872.44

## RESERVE ACCOUNT

\$24,817.81

DIVISION ON MATERNAL A

RECEIPTS

Balance at Credit April 1st, 1933.....	\$32.28
Grant—Canadian Life Insurance Officers' Association.....	8,000.00
Sale of Literature.....	169.12
Refunds.....	
General.....	\$195.55
Dominion Government—Postage and Consultant Services.....	310.93
Returnable Travelling Warrant.....	506.48
Deficit—March 31st, 1934.....	60.00
	163.62
	<u>\$8,931.50</u>

SUMMA

RECEIPTS

General.....	\$24,817.81
Child Hygiene.....	8,767.88

\$33,585.69

WORKING RESERV

March 31, 1934

Reserve accumulated as working capital prior to Council's full-time programme 1920 - 5.....	\$8,975.21
Interest accrued.....	400.58
	<u>9,375.79</u>
Transferred from Family Welfare Reserve account No. 29341 by authority of the Board of Governors.....	496.65
	<u>\$9,872.44</u>

FAMILY WELFARE RE

March 31, 1934

Funds assigned for special development Family Welfare Division—transferred from Account No. 23538—La Caisse d'Economie de Notre Dame de Quebec, March 1933.....	\$3,934.32
Interest accrued.....	67.81
	<u>\$4,002.13</u>
Transferred from general account No. 23538 "to meet the requirement of the annual meeting 1929 that \$5,000.00 must stand in the Family Welfare Reserve account prior to the embarkation on a full-time programme in this Division.".....	1,600.00
	<u>\$5,602.13</u>
Transferred to account No. 28882—Working Reserve account by authority Board of Governors.....	496.65
	<u>\$5,105.48</u>

BALANCE SHEET—M

ASSETS

For Current Operations—	
Cash—On hand (Petty Cash).....	\$9.02
On deposit La Caisse d'Economie de Notre Dame de Quebec Account No. 23538.....	\$2,464.80
On deposit current account Bank of Nova Scotia, Ottawa.....	90.62
	<u>\$2,555.42</u>
Balance on hand April 1, 1933.....	2,551.28
	<u>\$4.14</u>
Due by Child Hygiene Section.....	13.16
* Balance Working Capital from 1932 - 33.....	163.62
	<u>2,551.28</u>
Working Reserves.	
Capital Account No. 28882.....	\$9,872.44
Family Welfare Account No. 29341.....	5,105.48
	<u>14,977.92</u>
	<u>\$17,705.98</u>

\* (Required to be carried in current account to finance first months of financial year)

CUNNINGHAM & CO., C.A., Auditors.

OTTAWA, 14th May, 1934.

\$24,817.81

\* "To meet the requirement of the annual meeting 1929 that \$5,000.00 must stand in the Family Welfare Reserve Account prior to the embarkation on a full-time programme in this Division."

#### NAL AND CHILD HYGIENE

##### DISBURSEMENTS

Prenatal Letters.....	\$1,346.81
Post-natal Letters.....	2,706.08
Pre-School Letters.....	1,092.15
Postage.....	680.00
Other printing and publications.....	136.47
Salaries.....	2,000.00
Consultant Services.....	249.94
Travelling and Returnable Warrant.....	275.60
All other Expenditures.....	444.45
	<u>\$8,931.50</u>

#### MMARY

##### DISBURSEMENTS

General.....	\$24,641.03
Child Hygiene.....	8,931.50
	<u>\$33,572.53</u>
Balance at Credit General Account April 1, 1934.....	\$176.78
Deficit Child Hygiene Account April 1, 1934.....	\$195.90
Balance April 1st, 1933.....	32.28
	<u>163.62</u>
	13.16
	<u>\$33,585.69</u>

#### ESERVE ACCOUNT

March 31, 1934.....	
To Balance.....	\$9,872.44
	<u>\$9,872.44</u>

#### E RESERVE ACCOUNT

March 31, 1934.....	
To Balance.....	\$5,105.48

\$5,105.48

#### T—MARCH 31st, 1934

##### LIABILITIES

Capital Reserve.....	\$9,872.44
Family Welfare Reserve.....	5,105.48
	<u>\$14,977.92</u>
Revenue and Expenditure Account—	
Balance at credit April 1st, 1933.....	2,551.28
Add excess of revenue over expenditure for year ending March	
31st, 1934.....	176.78
	<u>2,728.06</u>

\$17,705.98



# CANADIAN COUNCIL ON CHILD AND FAMILY WELFARE

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## FOURTEENTH ANNUAL REPORT OF THE EXECUTIVE DIRECTOR

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April 1, 1933 — March 31, 1934.

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Mr. President and Members of the Council :

The year which has just closed has been one of unusual pressure upon the Council for advice and assistance along every line of activity, covered in our present plan of organization, and extending to many, quite without the scope of our services. Not only has the demand for field service within different communities been sustained but a consistent pressure of inquiry of a representative and responsible nature has been directed to the office, involving heavy and detailed correspondence. This has made it almost impossible for our present limited staff to maintain all fields of service. Your executive officials consequently have been kept running, as it were, from one side of the deck to the other, all year, in an endeavour to keep the craft of the Council sailing in a fairly seamanlike manner, to make some progress, and to prevent too obvious floundering. It is therefore, with the deepest satisfaction that the Board of Governors and your director report two splendid additions to the Council staff—Miss Muriel Tucker, formerly District Secretary of the Neighbourhood Workers' Association, Toronto, as Secretary of the Family Welfare Division, from May 15, 1934, and Miss Marjorie Bradford, Secretary of the Montreal Council of Social Agencies, and assistant and publicity secretary to the Director of the Financial Federation of the Montreal Council, as assistant to the Director, from September 1934. Both women come admirably qualified to their posts, and the Council should undoubtedly enter a new stage of consolidated growth, and extended service, with their appointment.

Miss Elizabeth King, M.A., assistant to the director, 1929-32, and from 1932 to the present on loan to the British Columbia Government in the reorganization of their Mothers' Pensions system, remains at the Pacific Coast. Miss Kathleen Snowdon who has so admirably filled the post, on a temporary basis, since August 1933, is unable to accept a full-time post permanently, but becomes general field worker to the Council, available from time to time for special field work and for substitute work at the office.

Two other developments have marked definite steps in the Council's development; the inauguration, on a full-time basis, in co-operation with the National Council of Education, of the Division on Leisure Time and Educative Activities; and the transfer, on January 1st, 1934, on an experimental basis, of the work of the Child Welfare Division of the Dominion Department of Pensions and National Health to the Council, thus placing



the co-operative work of the Dominion Department of Health in the Child Welfare field on the same basis as has prevailed for some years in tuberculosis, mental hygiene, and care of the blind.

The Leisure Time Activities development was undertaken on November 1st, 1933, for a six months' period, under the energetic direction of the chairman of the Division, Capt. Wm. Bowie of Montreal, with Mr. Eric Muncaster, B.A., as full-time secretary. Unfortunately, finances do not yet permit a twelve months' operation of the full-time programme. These services will be carried on through the summer under Capt. Bowie's direction, in the hope and with the plan of operating them full-time again in the autumn of 1934.

The transfer of the work of the Child Welfare Division necessitated two additions to Council personnel, on a part-time basis. Dr. John Puddicombe Ottawa, was appointed consultant in obstetrics, and Dr. Lloyd MacHaffie, Ottawa, consultant in pediatrics. These two officials visit the office daily, to handle medical work in connection with publications or correspondence, while Dr. J. T. Heagerty, D.P.H., chief medical officer and executive assistant, Dominion Department of Pensions and National Health acts as liaison officer to the Department and Council consultant on public health. The sub-executive of the (Council) Division on Maternal and Child Hygiene meets every month in the Dominion Department offices to review progress, and to consider programme and services.

#### FINANCES.

While these are perhaps the outstanding developments, generally, in the year, it has been one of slow but definite progress, all along the line. The treasurer's report will show how difficult financing has been, and it is due, almost entirely, to the patient determination of the financial members of the Board that the financial statement is such a commendable one. Expenditure has been severely contracted in the past eighteen to twenty months to a degree that would make it impossible to continue, on a permanent basis. Undoubtedly, there has been a greater degree of confidence in the business outlook since the autumn of 1933, and this has been slightly reflected in our revenues. Nevertheless, the budget adopted by your Board for 1934-5 has been kept at the minimum with provision for increased services only where absolutely unavoidable. This year, your Board of Governors is able to report that the Reserve Fund accumulated prior to the operation of a full-time programme in 1926, is intact, and the Family Welfare Reserve requirement, laid down in 1929, of \$5,000.00 to credit prior to the inauguration of a full-time secretaryship fully met. It is true that a small deficit is being carried forward in the Division on Maternal and Child Hygiene and that the balance in general account is but \$176.78. However, the small rotating fund of working capital (\$2,500.00) stands available for the operating costs until income begins again this year. For an agency that was actually less than ten years old, and had been operating full-time for four years only, when the depression "hit us", it is submitted that our record is one of which Board and members may be proud.

#### MEMBERSHIP.

While membership has not grown, it has not "gone back", at least a "breaking even" "in times like these".

## GENERAL SERVICES.

Turning to the detailed record of the year, one of the most effective pieces of work which the Council has ever undertaken was the Conference on Problems in General and Unemployment Relief, convened in Ottawa in May 1933, and attended by 211 delegates, engaged in various forms of welfare effort, public or private; municipal, provincial and national. The deliberations and proceedings of the Conference have already had very practical results in different parts of the country.

In the same field of effort, the Council has issued several publications of major interest,—a detailed study in October of "The Relief Outlook for Canada, Fall and Winter 1933-34," in which the estimate was offered of a million and a half persons on relief by January 1934. Reliable statistics now indicate that at that time, there were at least 1,560,000 in receipt of direct unemployment relief, or on work relief. 1,280,000 persons (260,000 families and dependants) receiving direct relief; 60,000 homeless men in camps, urban hostels, or on farms; 70,000 persons with 140,000 dependants on work relief on a sustenance basis and 13,500 in relief land settlement. It was not accident but the careful estimation of co-operating services across Canada that enabled the Council to issue an estimate that has eventually proved fairly accurate.

"Shall we Have Cash Relief?" (December 1933) and "The Essentials of a Relief Policy for Canada" (March 1934) were also carefully prepared statements, whose acceptability would indicate that they were timely. In March also, after two months' difficult effort, a numbered edition of 200 copies of "Relief Schedules prevailing in Canadian Cities", and, general regulations prevailing in the provinces was released as an initial effort in this field.

## MATERNAL AND CHILD HYGIENE.

In the specialized Divisions of the Council's work, the most active programme continues to be that of the Division on Maternal and Child Hygiene, which position was held by Miss Agnes Baird, Reg. N., during the past year. Here, through the continued assistance of the Canadian Life Insurance Officers' Association, the work has grown apace; distribution of prenatal letters in the year (April 1, 1933 to March 31, 1934) amounting to 25,184 sets (13,323 English and 11,861 French); postnatal letters to 18,395 sets (14,828 English and 3,567 French); habit training folders numbering 6,969 sets and various other publications 47,699 pieces, in all 166,646 pieces of maternal or child health literature distributed to health services or individuals, only on direct request. Two new publications have proved valuable—a new edition of health education sources for the teacher, and a pamphlet of exhibit suggestions for the busy local worker ("Fair Time for the Nurse"). Two other publications were released this spring,—a very fine study by Dr. A. S. Lamb, Director of Physical Education at McGill, "Posture Body Mechanics," the only Canadian pamphlet on the subject, and Ophthalmia Neonatorum (Babies' Sore Eyes) by Dr. Gordon Byers, Professor of Ophthalmology at McGill, published on request of the Dominion Health Council.

The outstanding achievement of this Division has been the publication of the Pre-School Letters, in a series of five sets, covering the end of the first to the sixth year of the child's life. These letters serving what has been described as the "No Man's Land" of early childhood have already proved popular, judging by pre-publication demand. They reflect great credit upon the Division and particularly upon the Chairman

Dr. Phair, and the Secretary, Miss Baird, to whom their preparation was primarily entrusted.

The secretary visited health agencies in the Eastern provinces in the summer of 1933.

Preliminary vital statistics for the first nine months of 1933 show that the encouraging reduction in maternal mortality recorded in Canada in 1931-2, for the first time in years, is being maintained at 4.9 per 1,000 births, still a disturbingly high rate. The infant mortality rate for the first three-quarters of the last year is slightly higher than for 1932, though the increased number of deaths occurred during the first three months of the year. The Bureau of Statistics warns us that a certain straightening out of the line is to be expected after a drop of from 92 to 73 in three years.

The Division is attempting to gather information as to the evidence of under-nourishment or its effects on children of families suffering from the depression. So far, there is not sufficient definite information available to justify any statement though in some districts it is considered that many families living on relief rations are in better physical condition than ever before.

Maternal mortality continues to be one of Canada's most serious problems, and the Division will concentrate educational effort in this field this year.

#### CHILD CARE AND PROTECTION.

Since the executive director also acts as secretary to this Division, its work has necessarily suffered in the past year, from increased executive responsibilities with decreased executive staff for part of the year.

In spite of this the Council has continued to meet requests for special advisory service in this field, in legislation, survey, or publication. In the former, the office assumed heavy responsibilities during the session of the Dominion House in 1933, in attempting to obtain adequate amendments to section 215 of the Criminal Code (upset by the "Vahey" judgment 1931-2). Due to the persistence of Mr. W. L. Scott, the Council's honorary solicitor, after the Senate's rejection of the draft amendment agreed upon by the child caring agencies, a compromise amendment was enacted. This is being tried out, and should it prove ineffective, an endeavour will be made to obtain another enactment.

Considerable effort has been expended in an attempt to get a reciprocal interprovincial agreement re the placement of children from one province in another, looking eventually to the possibility of a bi-lateral agreement between Canada and the United States. Conferences on this subject will take place at the time of the annual meeting.

The most extensive piece of work in this field this year has been the preparation, on request, of an extensive memorandum (of 48 pages) on legislation in the field of child care and protection for the Director of Child Welfare of the province of Nova Scotia.

New publications, in this field, this year have included "The Day Nursery in the Programme of Child Care" by Margaret S. Gould, and "Child Protection in England and Wales".

#### DIVISION ON FAMILY WELFARE.

Though without a full-time secretary the greater part of the year, this Division has some very useful work to its credit, most outstanding of which must be the creation, after several months, of the Friendly Help

Welfare Association of Greater Victoria (B.C.) in which three organizations have come together to form a co-ordinated private service in the family field, Miss Elizabeth Grubbe of the Vancouver Welfare Bureau, being appointed executive secretary.

A survey of needs in this same field in York Township (Ontario) was completed in March 1934, by Mrs. G. Cameron Parker, as field worker. It is hoped that a full-time family agency will materialize from the recommendations submitted.

One of the most difficult tasks which the Council has yet assumed is in process,—a survey of the private family services in the city of Winnipeg, under the direction of a special committee, and financed by the Junior League. Again Mrs. Parker is in charge of the field work, with Mr. F. N. Stapleford and the executive director also planning to participate in field work.

In August, under this Division another pioneer effort will be launched, the holding of Public Welfare Institutes, under Council auspices in several larger western cities, on the distribution of relief and the provision of service to persons in their own homes. These Institutes will be held only for workers actually engaged in public welfare agencies.

The Saint John Family Welfare Bureau, after heroic piloting by Mrs. Pettit, past very difficult shoals, has been experiencing heavy going in the disturbed seas of present economic conditions. Whether or not it will eventually survive is doubtful, but the Council is making every possible effort to sustain this promising child on the eastern seaboard.

The Family agencies in Vancouver, Regina, Saskatoon and the English Catholic Welfare Bureau in Montreal, all set up through Council effort, are all functioning well.

In this field, considerable time has been devoted to an effort to obtain a reciprocal transportation agreement among family welfare and relief agencies in Canada. It too will be the basis of discussion during the annual meeting conferences.

Publications in this field have included sample budgets and recipes for low income families, and a special clothing relief memorandum prepared through the Chairman's efforts and which, we have been told, is the only thing available in the Canadian field. With the appointment of a full-time secretary, this Division will shortly be faced with a heavy task in the selection of what work it will attempt and what reject, the old problem in a new form of "Control of Intake".

#### DELINQUENCY AND RELATED SERVICES.

Here due to Mr. Harry Atkinson's interest as Chairman, the Division has been able to maintain advisory services, particularly on industrial school administration and to continue a series of helpful discussions in this department in "Child and Family Welfare".

There is much more for this Division to do, but it too, depends upon the executive director as secretary. The most effective arrangement would possibly be the appointment of a joint secretary to this Division and the Division on Leisure Time Activities.

#### DIVISION ON LEISURE TIME ACTIVITIES.

As already intimated this Division has sprung into energetic action this year through the initiative of the Chairman, and the appointment of a full-time secretary, in co-operation with the National Council of

Education. It has maintained an extensive advisory correspondence; provided fortnightly or monthly press releases on wholesome use of leisure time (which have had a remarkable response); held two small round-table conferences of co-operating national agencies in this field; given field service in Montreal, Ottawa and Toronto, and issued twelve different bulletins on various phases of the problem. In addition, a representative has visited some of the Dominion Unemployment Relief Camps, conferred with headquarters officials, and prepared on request, a special report of suggestions for educational and recreational programmes within these camps. Two more bulletins have been prepared recently, "Community Gardens" and "Amateur Dramatics," and co-operative efforts on other activities are being developed with the Y.M.C.A., Boy Scouts, and Community Welfare Council of Ontario.

Services are concentrating on three lines—the family centre in the city, the isolated home, and self-help activities.

The approved lists of motion pictures have been distributed regularly and a reprint of "Play and Play Materials for the Pre-School Child" has been required.

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In the first place, under our guidance, the Ottawa Financial Federations,—Protestant and Non-Sectarian, and Roman Catholic and Non-Sectarian were set up, along unique co-operative lines. Their first joint campaigns for \$147,000.00 realized roughly \$160,000.00, while the Council of Social Agencies, re-organized along the lines of Council suggestions, has also shown encouraging development. In January the Social Service Exchange was transferred from the Welfare Bureau to the Council of Social Agencies. Mrs. Marjorie Thomson, at first lent by the Council to the Ottawa services, was appointed their full-time director in July 1933.

The other piece of extensive work in this Division was the organization of a series of national broadcasts, from September to the end of October 1933, on private philanthropy and organized social work, and the synchronizing of the campaigns of the twelve large "Community Chests" in Canada. These details were all arranged through the Council office, the national speakers being His Excellency the Governor General; the Rt. Hon. the Prime Minister of Canada; His Eminence, Cardinal Villeneuve; Senator the Hon. Cairine Wilson; the Very Reverend and Hon. H. J. Cody, President of the University of Toronto and Rabbi Eisendrath, Toronto. In addition, a co-ordinated effort at general publicity and short news-reels was projected. The fact that these Federations in six cities alone raised \$2,700,000.00 in these six weeks is perhaps its own best answer to any doubt as to the vigour of private charity in Canada, even in the depression of 1933.

At the present time, the Council is giving advice and field service on possible community chests in Regina and Saskatoon, Saskatchewan, and Saint John, N.B.

A Social Service Exchange is in process of organization in Halifax, and advisory service has been given in respect to a similar project in Edmonton.



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This Division, of course, will likely remain largely a conference group, but in the past year, its correspondence on relief administration has been extremely heavy, and many of our relief publications would fall in this field. At the present time an extremely important discussion on the relation of public and private services in the family field has been chaired by Mr. Laver as Chairman of the Division and the report of the Committee will be discussed at the Canadian Conference on Social Work.

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Unfortunately, due to finances, Mme. Chasse has been unable to do any of her valuable field work this year, but has continued her heavy correspondence with French-speaking mothers and agencies in all parts of Canada. The demand for our French literature grows apace, over 34,420 pieces being distributed last year. It is hoped that field work may be undertaken again, this summer, while it is possible that another Bilingual Conference may be held in Ottawa in the winter of 1935.

#### "CHILD AND FAMILY WELFARE."

More ambitious efforts have been made this year; the Bulletin has been divided into sections corresponding to the work of the Divisions, and contributed articles have been sought and given generously by busy workers throughout Canada.

#### THE OUTLOOK IN 1934.

Looking out upon the whole sea of social work and public welfare in Canada today, it is only a man of little perception who would fail to realize that we are in the very vortex of most significant changes and developments, which have concentrated what would ordinarily have been the experience of decades into a score or two of months. As social work and intelligent citizenship are able to give the answer, will the future character of this country, its institutions and perhaps ultimately even their form be determined, and, as in any field of human endeavour, the discovery and development of fundamental principles and their successful application centre about the necessity of personnel, adequate in training *and* experience, to take the leadership in stimulating more effective organization and administration.

In the field of public welfare, standards and practices in public health and in public education have assumed at least some fairly definitely conceived outlines and are developing in accordance with established principles and policies. In the former, of course, the whole question of health insurance and state medicine is now under discussion, but, on the other hand, the questions of public health departments, hospitalization, organization and administration, medical and nursing education and procedure and even the hospitalization, home nursing and clinical care of the indigent enjoy fairly well recognized assurance along reasonably clear-cut lines.

Almost a century ago public controversy waged about the recognition of the obligation of the State to educate the individual. For decades now, however, in all the provinces of Canada such an obligation

is assumed as a matter of course and from the smallest school district to the largest municipality public education is organized and directed along fairly well-recognized lines, with statutory provision for its support. Private education has not disappeared from the field, but continues to develop and to make its own unique contribution in elementary and secondary education, while the field of university education still remains its preserve.

The field of social assistance, however, is on the whole in such a formative condition as to border upon chaos in many communities and even provinces in the Dominion today. This is a condition which has been inexpressibly aggravated by the large scale provision of public unemployment relief since 1930—but the problem antedates this development.

A brief survey of the Canadian welfare field will reveal the pioneer, formative stage at which most of our principles and practices in social aid stand today.

#### FAMILY RELIEF PRIOR TO 1930.

*The Maritime Provinces* had long had a primitive form of public poor relief, derived from British practice and statutes of the late eighteenth century.

*Quebec* traditionally had made no public provision for the relief of persons in their own homes, leaving this entirely to private philanthropy, usually associated with the Church, or directed by it.

*Ontario*, by statute, left the assumption of such responsibility to the municipalities who, in turn, made on the whole no special provision for municipal relief in other than municipal institutions or in private custodial care at municipal cost. Some of the larger municipalities provided, at very low rates, for the relief of "chronic indigents"; others left their "poor" to the "churches, the Salvation Army and private charity". In very few communities was there any public welfare or relief department; in most, such responsibilities were simply attached to the municipal clerk, police force, sanitary officer or tax office.

None of the *Western Provinces* had any provincial division to deal with relief to persons in their own homes, other than officials or branches charged with "charitable, destitute or indigent relief in unorganized areas". Winnipeg and Vancouver had long been forced to provide municipally for heavy relief nearly every winter and some of the other western cities to a lesser degree.

#### CHILD CARE.

In the children's field all the provinces but Quebec and New Brunswick had created child protection divisions and had encouraged the development of local services, or children's aid societies. New Brunswick, though lacking provincial supervision, had made statutory provision for such societies, and the Quebec Social Insurance Commission had recommended their creation in that province. Eighty-eight such societies were operating in Canada, while every province was, on the whole, plentifully supplied with children's homes, orphanages, benevolent institutions, etc., primarily under private control, but usually enjoying public grants under municipal regulation or provincial statute. The problem in this field was one of a serious unevenness of standards of care, administration and personnel—instanced by the Ross Commission Report on Public Welfare, Ontario, 1930; the present controversy

in Ontario (Windsor and York County); and inquiries made by the Council itself in British Columbia, New Brunswick, etc.

Six provinces had adopted advanced standards for the protection and care of the child born out of wedlock, but few had provided administrative facilities, compatible with its provisions.

In the field of mothers' allowances, six provinces had adopted this extensive system of public aid to children in their own homes, but though expenditure had rapidly run into several millions of dollars per year, in only three of the provinces could administration be described as on any minimum basis of adequacy or efficiency.

Old age pensions, adopted first under the Federal Act by British Columbia in 1927, had followed rapidly in all the provinces except New Brunswick and Quebec, until today they absorb over \$15,000,000 per annum for 77,000 beneficiaries. Inquiry would reveal that in many provinces the entire system is capable of fundamental improvement, almost entirely on the administrative side.

In seven cities the community chest system was being used to raise private funds for the support annually of private charities, realizing roughly about \$2,700,000 per annum.

In less than a dozen cities were family welfare services organized to care for people in their own homes and to deal with social and moral problems, as well as economic ones, in family adjustments.

#### THE YEARS 1930-33.

Against this background in which the three major problems of

- (1) the organization of community services, public and private;
  - (2) the development of minimum standards of service, and
  - (3) the provision of skilled administrative personnel,
- were already realized as of vital urgency, the economic depression broke.

Within three years these Canadian communities, with their services so sketchily organized, were struggling to provide relief in their own homes to over 1,500,000 persons at a monthly cost of over \$6,225,000.\* The burden of organizing services and of setting up procedures and standards rested primarily with the municipalities, of which there are over 4,250 in Canada; and secondarily, with the provinces. Only on the bases of the supervision and checking of the costs of relief distribution in respect to its share, did the Dominion power enter.

Simultaneously with the jump in relief need and with public expenditure the pressure on private philanthropy increased, while new problems on an extensive scale rapidly emerged in respect to the elimination of duplication among different private agencies and the definition of areas of responsibility as between public assistance and private charity. The mere organization of the problem of the distribution of food, fuel and clothing, and the provision of shelter to a civilian population otherwise normally carrying on in their own homes, raised a whole category of problems in itself.

#### THE NEED—KNOWLEDGE, LEADERSHIP, TRAINING.

There is no need to labour the question further—the problems that exist and that will call for solution for months and years to come cry

\* (See Labour Gazette April, 1931 and Dominion Relief Report March, 1933. In the fiscal period September 1930 to March 1931 roughly 150,000 to 175,000 people were given direct relief at a total cost of \$1,798,000 and 248,351 men were given an average of 18 to 20 days' work each at a cost of approximately \$89,000,000. In February 1933 relief to the extent of \$6,230,220 was given to 1,465,709 persons).

out for the pooling of information, knowledge and experience and for its compilation and interpretation for the guidance of communities and individuals with whom lies the final responsibility for action.

Behind these emergent questions lies the whole realm of a scientific system of public aid and of measures of social insurance to guard against dependency arising out of ill health, premature old age or death and unemployment. Undoubtedly the most comprehensive body of experience lies ready to hand in the British experiments of recent years, with valuable data accruing daily in Canadian experience dearly bought.

The Council with wholly inadequate staff and resources has been attempting to meet some phases of a need which is overwhelming and which would become entirely so with the least stimulation of the field.

Side by side with this phase of the situation there emerges the need for well-trained, skilled personnel to man these enlarged and enlarging services. Everywhere inexperienced and unskilled persons are being thrust into positions of key importance but in the absence of any adequate supply of skilled seasoned workers and with limited training facilities offered only at Toronto (the Department of Social Science, University of Toronto) Vancouver (University of British Columbia) and Montreal (the small but promising Montreal School of Social Work) it is useless to bring public pressure to bear to urge the infiltration of trained and experienced staff in the handling of such large-scale organization of welfare resources. Were senior staff transferred from existing agencies, many of the latter would be seriously undermined because of inability to replace them with adequate successors. Under these circumstances "training on the job" would seem to be the partial solution together with the improvement of present training facilities.

The contribution which the Canadian Council on Child and Family Welfare could make at this present time to the national welfare would be immediately enlarged, were funds available for:—

- (a) The cost of establishment, at strategic centres, of short term instruction courses for untrained workers in public welfare services; such instruction to be given by seasoned workers, borrowed for this purpose, and to consist in the initial stages of elementary fundamental information on the organization and administration of social aid to persons in their own homes.
- (b) Retention for short periods of skilled, experienced persons to undertake the preparation of special reports on particular phases of urgent problems in the organization and administration of welfare services.
- (c) Small grants in aid, from time to time, to the inauguration in any community of any essential service where the offer of such subsidy for the initial period would assure sufficient other support to bring about the demonstration. This is the same principle which was followed and is employed to a limited extent today in opening up new communities under the Victorian Order of Nurses.
- (d) The engagement, on exchange, of experienced British workers for periods of instruction and demonstration in Canadian agencies.
- (e) More adequate organization of centralized, statistical services.

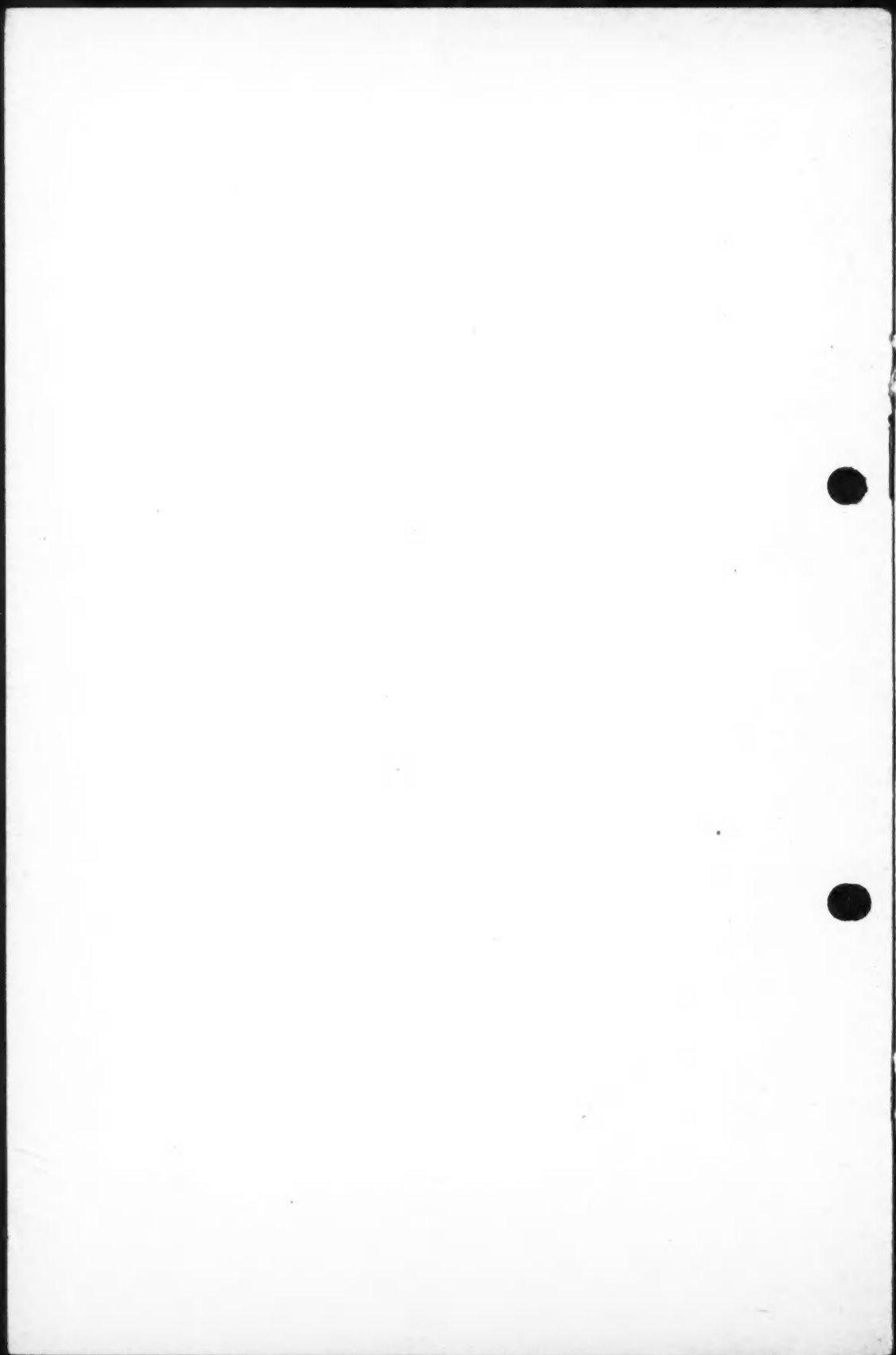
These are but some of the possible lines of constructive activity, for which the present situation would seem to call upon the Council quite apart from any public policy or action in the welfare field. Inadequately staffed, cramped for finances here, and for personnel there, the Council can but continue, in the future, as in the past, to feed on faith and build on hope, upheld by the deep conviction, that feeble, frail, confused, open to criticism as its contribution may be it will, nevertheless, one day be proved to have had a not ignoble part in the building of the Cathedral of Canadian national life.

Respectfully submitted,

CHARLOTTE WHITTON,  
Executive Director.

March 31st, 1934.





# Child and Family Welfare

Vol. IV

OTTAWA, MAY, 1934

No. 7

## FOURTEENTH ANNUAL REPORT OF THE EXECUTIVE DIRECTOR

April 1, 1933 — March 31, 1934.

Mr. President and Members of the Council :

The year which has just closed has been one of unusual pressure upon the Council for advice and assistance along every line of activity, covered in our present plan of organization, and extending to many, quite without the scope of our services. Not only has the demand for field service within different communities been sustained but a consistent pressure of inquiry of a representative and responsible nature has been directed to the office, involving heavy and detailed correspondence. This has made it almost impossible for our present limited staff to maintain all fields of service. Your executive officials consequently have been kept running, as it were, from one side of the deck to the other, all year, in an endeavour to keep the craft of the Council sailing in a fairly seamanlike manner, to make some progress, and to prevent too obvious floundering. It is therefore, with the deepest satisfaction that the Board of Governors and your director report two splendid additions to the Council staff—Miss Muriel Tucker, formerly District Secretary of the Neighbourhood Workers' Association, Toronto, as Secretary of the Family Welfare Division, from May 15, 1934, and Miss Marjorie Bradford, Secretary of the Montreal Council of Social Agencies, and assistant and publicity secretary to the Director of the Financial Federation of the Montreal Council, as assistant to the Director, from September 1934. Both women come admirably qualified to their posts, and the Council should undoubtedly enter a new stage of consolidated growth, and extended service, with their appointment.

Miss Elizabeth King, M.A., assistant to the director, 1929-32, and from 1932 to the present on loan to the British Columbia Government in the reorganization of their Mothers' Pensions system, remains at the Pacific Coast. Miss Kathleen Snowdon who has so admirably filled the post, on a temporary basis, since August 1933, is unable to accept a full-time post permanently, but becomes general field worker to the Council, available from time to time for special field work and for substitute work at the office.

Two other developments have marked definite steps in the Council's expansion; the inauguration, on a full-time basis, in co-operation with the National Council of Education, of the Division on Leisure Time and Educative Activities; and the transfer, on January 1st, 1934, on an experimental basis, of the work of the Child Welfare Division of the Dominion Department of Pensions and National Health to the Council, thus placing

the co-operative work of the Dominion Department of Health in the Child Welfare field on the same basis as has prevailed for some years in tuberculosis, mental hygiene, and care of the blind.

The Leisure Time Activities development was undertaken on November 1st, 1933, for a six months' period, under the energetic direction of the chairman of the Division, Capt. Wm. Bowie of Montreal, with Mr. Eric Muncaster, B.A., as full-time secretary. Unfortunately, finances do not yet permit a twelve months' operation of the full-time programme. These services will be carried on through the summer under Capt. Bowie's direction, in the hope and with the plan of operating them full-time again in the autumn of 1934.

The transfer of the work of the Child Welfare Division necessitated two additions to Council personnel, on a part-time basis. Dr. John Puddicombe Ottawa, was appointed consultant in obstetrics, and Dr. Lloyd MacHaffie, Ottawa, consultant in pediatrics. These two officials visit the office daily, to handle medical work in connection with publications or correspondence, while Dr. J. T. Heagerty, D.P.H., chief medical officer and executive assistant, Dominion Department of Pensions and National Health acts as liaison officer to the Department and Council consultant on public health. The sub-executive of the (Council) Division on Maternal and Child Hygiene meets every month in the Dominion Department offices to review progress, and to consider programme and services.

#### FINANCES.

While these are perhaps the outstanding developments, generally, in the year, it has been one of slow but definite progress, all along the line. The treasurer's report will show how difficult financing has been, and it is due, almost entirely, to the patient determination of the financial members of the Board that the financial statement is such a commendable one. Expenditure has been severely contracted in the past eighteen to twenty months to a degree that would make it impossible to continue, on a permanent basis. Undoubtedly, there has been a greater degree of confidence in the business outlook since the autumn of 1933, and this has been slightly reflected in our revenues. Nevertheless, the budget adopted by your Board for 1934-5 has been kept at the minimum with provision for increased services only where absolutely unavoidable. This year, your Board of Governors is able to report that the Reserve Fund accumulated prior to the operation of a full-time programme in 1926, is intact, and the Family Welfare Reserve requirement, laid down in 1929, of \$5,000.00 to credit prior to the inauguration of a full-time secretaryship fully met. It is true that a small deficit is being carried forward in the Division on Maternal and Child Hygiene and that the balance in general account is but \$176.78. However, the small rotating fund of working capital (\$2,500.00) stands available for the operating costs until income begins again this year. For an agency that was actually less than ten years old, and had been operating full-time for four years only, when the depression "hit us", it is submitted that our record is one of which Board and members may be proud.

#### MEMBERSHIP.

While membership has not grown, it has not "gone back", at least a "breaking even" "in times like these".

## GENERAL SERVICES.

Turning to the detailed record of the year, one of the most effective pieces of work which the Council has ever undertaken was the Conference on Problems in General and Unemployment Relief, convened in Ottawa in May 1933, and attended by 211 delegates, engaged in various forms of welfare effort, public or private; municipal, provincial and national. The deliberations and proceedings of the Conference have already had very practical results in different parts of the country.

In the same field of effort, the Council has issued several publications of major interest,—a detailed study in October of "The Relief Outlook for Canada, Fall and Winter 1933-34," in which the estimate was offered of a million and a half persons on relief by January 1934. Reliable statistics now indicate that at that time, there were at least 1,560,000 in receipt of direct unemployment relief, or on work relief. 1,280,000 persons (260,000 families and dependants) receiving direct relief; 60,000 homeless men in camps, urban hostels, or on farms; 70,000 persons with 140,000 dependants on work relief on a sustenance basis and 13,500 in relief land settlement. It was not accident but the careful estimation of co-operating services across Canada that enabled the Council to issue an estimate that has eventually proved fairly accurate.

"Shall we Have Cash Relief?" (December 1933) and "The Essentials of a Relief Policy for Canada" (March 1934) were also carefully prepared statements, whose acceptability would indicate that they were timely. In March also, after two months' difficult effort, a numbered edition of 200 copies of "Relief Schedules prevailing in Canadian Cities", and, general regulations prevailing in the provinces was released as an initial effort in this field.

## MATERNAL AND CHILD HYGIENE.

In the specialized Divisions of the Council's work, the most active programme continues to be that of the Division on Maternal and Child Hygiene, which position was held by Miss Agnes Baird, Reg. N., during the past year. Here, through the continued assistance of the Canadian Life Insurance Officers' Association, the work has grown apace; distribution of prenatal letters in the year (April 1, 1933 to March 31, 1934) amounting to 25,184 sets (13,323 English and 11,861 French); postnatal letters to 18,395 sets (14,828 English and 3,567 French); habit training folders numbering 6,969 sets and various other publications 47,699 pieces, in all 166,646 pieces of maternal or child health literature distributed to health services or individuals, only on direct request. Two new publications have proved valuable—a new edition of health education sources for the teacher, and a pamphlet of exhibit suggestions for the busy local worker ("Fair Time for the Nurse"). Two other publications were released this spring,—a very fine study by Dr. A. S. Lamb, Director of Physical Education at McGill, "Posture Body Mechanics," the only Canadian pamphlet on the subject, and Ophthalmia Neonatorum (Babies' Sore Eyes) by Dr. W. Gordon M. Byers, Professor of Ophthalmology at McGill, published on request of the Dominion Health Council.

The outstanding achievement of this Division has been the publication of the Pre-School Letters, in a series of five sets, covering the end of the first to the sixth year of the child's life. These letters serving what has been described as the "No Man's Land" of early childhood have already proved popular, judging by pre-publication demand. They reflect great credit upon the Division and particularly upon the Chairman

Dr. Phair, and the Secretary, Miss Baird, to whom their preparation was primarily entrusted.

The secretary visited health agencies in the Eastern provinces in the summer of 1933.

Preliminary vital statistics for the first nine months of 1933 show that the encouraging reduction in maternal mortality recorded in Canada in 1931-2, for the first time in years, is being maintained at 4.9 per 1,000 births, still a disturbingly high rate. The infant mortality rate for the first three-quarters of the last year is slightly higher than for 1932, though the increased number of deaths occurred during the first three months of the year. The Bureau of Statistics warns us that a certain straightening out of the line is to be expected after a drop of from 92 to 73 in three years.

The Division is attempting to gather information as to the evidence of under-nourishment or its effects on children of families suffering from the depression. So far, there is not sufficient definite information available to justify any statement though in some districts it is considered that many families living on relief rations are in better physical condition than ever before.

Maternal mortality continues to be one of Canada's most serious problems, and the Division will concentrate educational effort in this field this year.

#### CHILD CARE AND PROTECTION.

Since the executive director also acts as secretary to this Division, its work has necessarily suffered in the past year, from increased executive responsibilities with decreased executive staff for part of the year.

In spite of this the Council has continued to meet requests for special advisory service in this field, in legislation, survey, or publication. In the former, the office assumed heavy responsibilities during the session of the Dominion House in 1933, in attempting to obtain adequate amendments to section 215 of the Criminal Code (upset by the "Vahey" judgment 1931-2). Due to the persistence of Mr. W. L. Scott, the Council's honorary solicitor, after the Senate's rejection of the draft amendment agreed upon by the child caring agencies, a compromise amendment was enacted. This is being tried out, and should it prove ineffective, an endeavour will be made to obtain another enactment.

Considerable effort has been expended in an attempt to get a reciprocal interprovincial agreement re the placement of children from one province in another, looking eventually to the possibility of a bi-lateral agreement between Canada and the United States. Conferences on this subject will take place at the time of the annual meeting.

The most extensive piece of work in this field this year has been the preparation, on request, of an extensive memorandum (of 48 pages) on legislation in the field of child care and protection for the Director of Child Welfare of the province of Nova Scotia.

New publications, in this field, this year have included "The Day Nursery in the Programme of Child Care" by Margaret S. Gould, and "Child Protection in England and Wales".

#### DIVISION ON FAMILY WELFARE.

Though without a full-time secretary the greater part of the year, this Division has some very useful work to its credit, most outstanding of which must be the creation, after several months, of the Friendly Help



Welfare Association of Greater Victoria (B.C.) in which three organizations have come together to form a co-ordinated private service in the family field, Miss Elizabeth Grubbe of the Vancouver Welfare Bureau, being appointed executive secretary.

A survey of needs in this same field in York Township (Ontario) was completed in March 1934, by Mrs. G. Cameron Parker, as field worker. It is hoped that a full-time family agency will materialize from the recommendations submitted.

One of the most difficult tasks which the Council has yet assumed is in process,—a survey of the private family services in the city of Winnipeg, under the direction of a special committee, and financed by the Junior League. Again Mrs. Parker is in charge of the field work, with Mr. F. N. Stapleford and the executive director also planning to participate in field work.

In August, under this Division another pioneer effort will be launched, the holding of Public Welfare Institutes, under Council auspices in several larger western cities, on the distribution of relief and the provision of service to persons in their own homes. These Institutes will be held only for workers actually engaged in public welfare agencies.

The Saint John Family Welfare Bureau, after heroic piloting by Mrs. Pettit, past very difficult shoals, has been experiencing heavy going in the disturbed seas of present economic conditions. Whether or not it will eventually survive is doubtful, but the Council is making every possible effort to sustain this promising child on the eastern seaboard.

The Family agencies in Vancouver, Regina, Saskatoon and the English Catholic Welfare Bureau in Montreal, all set up through Council effort, are all functioning well.

In this field, considerable time has been devoted to an effort to obtain a reciprocal transportation agreement among family welfare and relief agencies in Canada. It too will be the basis of discussion during the annual meeting conferences.

Publications in this field have included sample budgets and recipes for low income families, and a special clothing relief memorandum prepared through the Chairman's efforts and which, we have been told, is the only thing available in the Canadian field. With the appointment of a full-time secretary, this Division will shortly be faced with a heavy task in the selection of what work it will attempt and what reject, the old problem in a new form of "Control of Intake".

#### DELINQUENCY AND RELATED SERVICES.

Here due to Mr. Harry Atkinson's interest as Chairman, the Division has been able to maintain advisory services, particularly on industrial school administration and to continue a series of helpful discussions in this department in "Child and Family Welfare".

There is much more for this Division to do, but it too, depends upon the executive director as secretary. The most effective arrangement would possibly be the appointment of a joint secretary to this Division and the Division on Leisure Time Activities.

#### DIVISION ON LEISURE TIME ACTIVITIES.

As already intimated this Division has sprung into energetic action this year through the initiative of the Chairman, and the appointment of a full-time secretary, in co-operation with the National Council of

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#### THE OUTLOOK IN 1934.

Looking out upon the whole sea of social work and public welfare in Canada today, it is only a man of little perception who would fail to realize that we are in the very vortex of most significant changes and developments, which have concentrated what would ordinarily have been the experience of decades into a score or two of months. As social work and intelligent citizenship are able to give the answer, will the future character of this country, its institutions and perhaps ultimately even their form be determined, and, as in any field of human endeavour, the discovery and development of fundamental principles and their successful application centre about the necessity of personnel, adequate in training and experience, to take the leadership in stimulating more effective organization and administration.

In the field of public welfare, standards and practices in public health and in public education have assumed at least some fairly definitely conceived outlines and are developing in accordance with established principles and policies. In the former, of course, the whole question of health insurance and state medicine is now under discussion, but, on the other hand, the questions of public health departments, hospitalization, organization and administration, medical and nursing education and procedure and even the hospitalization, home nursing and clinical care of the indigent enjoy fairly well recognized assurance along reasonably clear-cut lines.

Almost a century ago public controversy waged about the recognition of the obligation of the State to educate the individual. For decades now, however, in all the provinces of Canada such an obligation

is assumed as a matter of course and from the smallest school district to the largest municipality public education is organized and directed along fairly well-recognized lines, with statutory provision for its support. Private education has not disappeared from the field, but continues to develop and to make its own unique contribution in elementary and secondary education, while the field of university education still remains its preserve.

The field of social assistance, however, is on the whole in such a formative condition as to border upon chaos in many communities and even provinces in the Dominion today. This is a condition which has been inexpressibly aggravated by the large scale provision of public unemployment relief since 1930—but the problem antedates this development.

A brief survey of the Canadian welfare field will reveal the pioneer, formative stage at which most of our principles and practices in social aid stand today.

#### FAMILY RELIEF PRIOR TO 1930.

*The Maritime Provinces* had long had a primitive form of public poor relief, derived from British practice and statutes of the late eighteenth century.

*Quebec* traditionally had made no public provision for the relief of persons in their own homes, leaving this entirely to private philanthropy, usually associated with the Church, or directed by it.

*Ontario*, by statute, left the assumption of such responsibility to the municipalities who, in turn, made on the whole no special provision for municipal relief in other than municipal institutions or in private custodial care at municipal cost. Some of the larger municipalities provided, at very low rates, for the relief of "chronic indigents"; others left their "poor" to the "churches, the Salvation Army and private charity". In very few communities was there any public welfare or relief department; in most, such responsibilities were simply attached to the municipal clerk, police force, sanitary officer or tax office.

None of the *Western Provinces* had any provincial division to deal with relief to persons in their own homes, other than officials or branches charged with "charitable, destitute or indigent relief in unorganized areas". Winnipeg and Vancouver had long been forced to provide municipally for heavy relief nearly every winter and some of the other western cities to a lesser degree.

#### CHILD CARE.

In the children's field all the provinces but Quebec and New Brunswick had created child protection divisions and had encouraged the development of local services, or children's aid societies. New Brunswick, though lacking provincial supervision, had made statutory provision for such societies, and the Quebec Social Insurance Commission had recommended their creation in that province. Eighty-eight such societies were operating in Canada, while every province was, on the whole, plentifully supplied with children's homes, orphanages, benevolent institutions, etc., primarily under private control, but usually enjoying public grants under municipal regulation or provincial statute. The problem in this field was one of a serious unevenness of standards of care, administration and personnel—instanced by the Ross Commission Report on Public Welfare, Ontario, 1930; the present controversy

in Ontario (Windsor and York County); and inquiries made by the Council itself in British Columbia, New Brunswick, etc.

Six provinces had adopted advanced standards for the protection and care of the child born out of wedlock, but few had provided administrative facilities, compatible with these provisions.

In the field of mothers' allowances, six provinces had adopted this extensive system of public aid to children in their own homes, but though expenditure had rapidly run into several millions of dollars per year, in only three of the provinces could administration be described as on any minimum basis of adequacy or efficiency.

Old age pensions, adopted first under the Federal Act by British Columbia in 1927, had followed rapidly in all the provinces except New Brunswick and Quebec, until today they absorb over \$15,000,000 per annum for 77,000 beneficiaries. Inquiry would reveal that in many provinces the entire system is capable of fundamental improvement, almost entirely on the administrative side.

In seven cities the community chest system was being used to raise private funds for the support annually of private charities, realizing roughly about \$2,700,000 per annum.

In less than a dozen cities were family welfare services organized to care for people in their own homes and to deal with social and moral problems, as well as economic ones, in family adjustments.

#### THE YEARS 1930-33.

Against this background in which the three major problems of

- (1) the organization of community services, public and private;
  - (2) the development of minimum standards of service, and
  - (3) the provision of skilled administrative personnel,
- were already realized as of vital urgency, the economic depression broke.

Within three years these Canadian communities, with their services so sketchily organized, were struggling to provide relief in their own homes to over 1,500,000 persons at a monthly cost of over \$6,225,000.\* The burden of organizing services and of setting up procedures and standards rested primarily with the municipalities, of which there are over 4,250 in Canada; and secondarily, with the provinces. Only on the bases of the supervision and checking of the costs of relief distribution in respect to its share, did the Dominion power enter.

Simultaneously with the jump in relief need and with public expenditure the pressure on private philanthropy increased, while new problems on an extensive scale rapidly emerged in respect to the elimination of duplication among different private agencies and the definition of areas of responsibility as between public assistance and private charity. The mere organization of the problem of the distribution of food, fuel and clothing, and the provision of shelter to a civilian population otherwise normally carrying on in their own homes, raised a whole category of problems in itself.

#### THE NEED—KNOWLEDGE, LEADERSHIP, TRAINING.

There is no need to labour the question further—the problems that exist and that will call for solution for months and years to come cry

\* (See Labour Gazette April, 1931 and Dominion Relief Report March, 1933. In the fiscal period September 1930 to March 1931 roughly 150,000 to 175,000 people were given direct relief at a total cost of \$1,798,000 and 248,351 men men given an average of 18 to 20 days' work each at a cost of approximately \$89,000,000. In February 1933 relief to the extent of \$6,230,220 was given to 1,465,709 persons).



out for the pooling of information, knowledge and experience and for its compilation and interpretation for the guidance of communities and individuals with whom lies the final responsibility for action.

Behind these emergent questions lies the whole realm of a scientific system of public aid and of measures of social insurance to guard against dependency arising out of ill health, premature old age or death and unemployment. Undoubtedly the most comprehensive body of experience lies ready to hand in the British experiments of recent years, with valuable data accruing daily in Canadian experience dearly bought.

The Council with wholly inadequate staff and resources has been attempting to meet some phases of a need which is overwhelming and which would become entirely so with the least stimulation of the field.

Side by side with this phase of the situation there emerges the need for well-trained, skilled personnel to man these enlarged and enlarging services. Everywhere inexperienced and unskilled persons are being thrust into positions of key importance but in the absence of any adequate supply of skilled seasoned workers and with limited training facilities offered only at Toronto (the Department of Social Science, University of Toronto) Vancouver (University of British Columbia) and Montreal (the small but promising Montreal School of Social Work) it is useless to bring public pressure to bear to urge the infiltration of trained and experienced staff in the handling of such large-scale organization of welfare resources. Were senior staff transferred from existing agencies, many of the latter would be seriously undermined because of inability to replace them with adequate successors. Under these circumstances "training on the job" would seem to be the partial solution together with the improvement of present training facilities.

The contribution which the Canadian Council on Child and Family Welfare could make at this present time to the national welfare would be immediately enlarged, were funds available for:—

- (a) The cost of establishment, at strategic centres, of short term instruction courses for untrained workers in public welfare services; such instruction to be given by seasoned workers, borrowed for this purpose, and to consist in the initial stages of elementary fundamental information on the organization and administration of social aid to persons in their own homes.
- (b) Retention for short periods of skilled, experienced persons to undertake the preparation of special reports on particular phases of urgent problems in the organization and administration of welfare services.
- (c) Small grants in aid, from time to time, to the inauguration in any community of any essential service where the offer of such subsidy for the initial period would assure sufficient other support to bring about the demonstration. This is the same principle which was followed and is employed to a limited extent today in opening up new communities under the Victorian Order of Nurses.
- (d) The engagement, on exchange, of experienced British workers for periods of instruction and demonstration in Canadian agencies.
- (e) More adequate organization of centralized, statistical services.

These are but some of the possible lines of constructive activity, for which the present situation would seem to call upon the Council quite apart from any public policy or action in the welfare field. Inadequately staffed, cramped for finances here, and for personnel there, the Council can but continue, in the future, as in the past, to feed on faith and build on hope, upheld by the deep conviction, that feeble, frail, confused, open to criticism as its contribution may be it will, nevertheless, one day be proved to have had a not ignoble part in the building of the Cathedral of Canadian national life.

Respectfully submitted,

CHARLOTTE WHITTON,  
Executive Director.

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### CANADIAN COUNCIL - NEW APPOINTMENTS.

#### MISS MURIEL TUCKER—FAMILY WELFARE SECRETARY.

The Board of Governors of the Canadian Council on Child and Family Welfare announces the appointment of Miss Muriel Norman Tucker, District Secretary, The Neighbourhood Workers' Association, Toronto, as Secretary of the Division on Family Welfare, to date from May 15, 1934.

Miss Tucker is a daughter of the Very Rev. Dean Norman L. Tucker of London, Ontario, and received her preliminary education in Canada, taking four years in England following her matriculation. Following considerable business experience she joined the office staff of the Social Service Council of Canada, for several years being associated with both Miss Charlotte Whitton, now Executive Director of this Council, and Miss Marjorie Bradford, Secretary of the Montreal Council of Social Agencies. Taking her diploma in social work at the University of Toronto, she did several months of field work with the Children's Aid Society (Toronto), the Mother's Allowances Commission (Ontario), and was engaged in survey work with the Ontario Training School and Hospital (Orillia). Upon graduation she was appointed to the staff of the Neighbourhood Workers' Ass'n, where she moved rapidly from junior visitor to district visitor and then district secretary. From the latter post she comes to the Council. The Board is satisfied that Miss Tucker's long experience with a national agency and her successful practical work in the "N.W.A." fit her admirably for success in the pioneer task of developing the Family Division of this Council.

#### MISS MARJORIE BRADFORD, B.Sc.—ASSISTANT TO THE DIRECTOR.

In September, 1934, Miss Marjorie Bradford will assume the duties of Assistant to the Director of the Council and Secretary of the Division on Community Organization.

Miss Bradford is a graduate of the University of Alberta, with honours in mathematics. She is a Canadian by birth, educated in the primary schools of Manitoba and Alberta and the secondary schools of Alberta and Saskatchewan. During collegiate and undergraduate days

*(Continued on page 29)*

## BALLOTS AND BASSINETS.

W. L. SCOTT, K.C., Honourary Solicitor to the Council.

Impelled thereto by an editorial in the Ottawa Journal entitled "Quebec's Way," which stated : "Moreover, there is nothing to indicate that the majority of Quebec women really want the franchise. If they did want it, were terribly excited about it, then no doubt they would get it, and with precious little delay," Mr. Scott wrote the editor suggesting that perhaps the women of Quebec were too busy bringing babies into the world and raising large families, to trouble with such relatively unimportant matters as the right to vote, and followed : "In support of this, one may refer to the birth rate among them. The birth rate, averaged for the three years 1929-31, for all Canadians (including those of French origin) is 23.2 per thousand, whereas the birth rate among French-Canadians was, in the whole of Canada, 31.4, and in the Province of Quebec, 31.9.

### "THE DOZEN GRATUITY."

It may not be generally known that in 1890 the Quebec Legislature passed an Act providing for the payment of a cash gratuity or the granting of an area of land to fathers residing in the Province of Quebec and having 12 or more living children. In 1904 a report was issued by the Quebec Government, giving, alphabetically arranged, the actual names and addresses of 3,395 such fathers, and in 1905 a supplementary report was published, bringing the record down to July 1st of that year, and adding 2,018 names, making, in all, 5,413 families with 12 or more living children. The first report gives, in each case, the number of children born to the applicant, as well as the number actually living, but the second gives only the number of living children. The reports do not contain any tabulation, but I once took the trouble to tabulate the first 500 names of the first list. Among the first 500, alphabetically arranged—

84	had	had	13	children.	2	had	had	20	children.
65	"	"	14	"	2	"	"	21	"
36	"	"	15	"	2	"	"	22	"
26	"	"	16	"	1	"	"	24	"
14	"	"	17	"	1	"	"	27	"
13	"	"	18	"	1	"	"	36	"
5	"	"	19	"					

Taking the persons who had had 19 children or more, it appeared that, of the five families with 19 children, in two cases these were the progeny of one mother, and in three cases they were the progeny of two mothers. The two families with 20 children were, in each case, the progeny of one mother. Similarly, the two families with 21 children were, in each case, the progeny of one mother. The two families with 22 children, were the progeny in one case, of one mother, and in the other, of two mothers. The family of 24 children and the family of 27 children were, each, the progeny of two mothers. The family of 36 children were the progeny of three mothers.

## MORTALITY.

Taking now, the numbers of living children, we find that among the first 500—

63	had	13	living	children.
27	"	14	"	"
9	"	15	"	"
4	"	16	"	"
3	"	17	"	"
1	"	18	"	"
1	"	20	"	"

Taking the last six classes on the previous list, those who had had 20 children or more, we find as follows:

Of the two who had had 20 children (in both cases, all of one mother) one had 12 living and the other 16. Of the two who had had 21 children (again, in both cases, all of one mother) one had 12 living and the other 17. Of the two who had had 22 children, one had 12 living and the other 13. The one who had had 24 children had 20 living. The one who had had 27 children had 17 living, but the one who had had 36 children had only 12 living.

These, as I say, are all in the first 500 names, alphabetically arranged. Glancing over the subsequent pages of the first report (the second does not give the number born) it would seem that the man who had had 36 children by his three successive wives, held the record for fecundity. Another is, however, in one respect, even more remarkable. He had had 29 children of one mother. But of these, only 14 were alive at the date of the application.

## POPULATION GROWTH.

At the census of 1901, the population of the Province of Quebec, from which the 5,413 were drawn, was 1,648,898. Moreover, the list was evidently not exhaustive. The act was repealed in 1905 and it is stated that many applications were received too late to participate in its benefits and these are not, of course, included in the published lists. There must, also, have been many persons eligible for the grant, who abstained from applying, especially among those in better circumstances, and this is suggested in the preface to the report.

By the tithe system in force in Quebec, the farmer is bound to give every twenty-sixth bushel of grain to the curé, and large families were, in early days, sufficiently numerous to have led to a well established custom for the curé to adopt the twenty-sixth child, and make himself responsible for his education. Hon. Gedeon Ouimet, who was Premier of Quebec in 1870, was a twenty-sixth child, and he has related how, born of poor parents, he was put through college and educated for the legal profession by his curé.

Whether such very large families are still as numerous in Quebec I cannot say, but as lately as 1922, I happened to see, in a Montreal paper, an account of the baptism of the thirty-sixth child of a local baker. It was stated that he had been twice married and had had thirteen children by his first wife and twenty-three by his second.

Moreover, the census returns for 1931 contain, at page 114 of the part entitled "Vital Statistics," an interesting table, showing the order of birth of the 239,294 children born in Canada in that year, from which the following figures have been extracted :

(Continued on page 34)



Cut by Courtesy of White House Conference

## MATERNAL AND CHILD HYGIENE

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### 1933 WITH THE DIVISION.

The heavy demand for service experienced by all health and welfare organizations is being met on the whole with some effectiveness, if statistical evidence be any measurement. The latest available statistics from the Dominion Bureau show an actual decrease in maternal deaths for the first nine months of 1933 of 61—the rate dropping from 5.0 for the same period in 1932 to 4.9. The infant death rate, for the same time, is not so encouraging, an increase of 421 deaths of babies under one year, with a falling birth rate of 21.3 from 22.8 shows an increase in the infant mortality rate from 70.8 to 73.6 per thousand live births. Perhaps this is an indication of the results for which we have been watching with some anxiety, of changed standards of living; perhaps it is merely a straightening out after the rapid drop from the rate of 89.3 infant deaths per thousand live births in 1930.

### PRENATAL AND POSTNATAL SERVICE.

The operation of the prenatal and postnatal letter service continues to absorb the major efforts of the Division, though it is evident from the statistical report, how varied are the demands reaching it. At the end of the last Division year, September the 30th, 1933, the grand total of sets of letters, pamphlets, folders, etc., was 273,204, showing an increase of 51,000 over the previous year. Distribution from October the 1st, 1933, to March the 31st, 1934, totals 60,004, which for the first half of the current year (literature going in bulk to the various provinces for local distribution is sent in the summer when possible) shows prospect of an increase over last year.

The reprints of prenatal and postnatal letters alone since October 1933 have amounted to 117,000 of which on April the 1st, 49,325 remained.

### DIET FOLDERS.

The distribution of the Diet Folders dealing with diet from infancy to school age is showing the effect of the wider distribution of the postnatal letters. The statistical sheet indicates that the distribution of one and two dealing with breast and artificial feeding in infancy is negligible while gradually the others may be supplanted by the preschool letters.



#### HABIT TRAINING.

Five thousand sets of Habit Training Folders have just come from the press making the fifth edition of this popular series since 1930; 60,000 of these or ten thousand sets have been distributed since October 1932.

#### HEALTH TEACHING MATERIAL.

The first edition of the pamphlet "Some Sources of Material for Health Education in Schools" was exhausted in the spring. Many changes were necessary in the new edition, as some organizations from whom material had been available had ceased to function and others had been forced to withdraw material for distribution. The new edition was ready in August in time to fill accumulated requests before the opening of the school year. In addition to the distribution to teachers and health workers of 3,879 for the last Division year, 1,314 have been sent out in the first half of the current year; 711 individual teachers have asked specifically for health teaching material in the last eighteen months.

#### CASUAL PUBLICATIONS.

The pamphlets "Protection Against Diphtheria," (French and English editions), "What Is Malnutrition,?" "Save the Baby from Rickets" have all been reprinted following a demand for them of 48,000 copies.

The booklet "An Investment in Health, School Lunches for Rural Districts," though acknowledged to be a most helpful publication, has been requested only in individual cases, and to a very limited degree, undoubtedly due to its cost of twenty-five cents a copy, other Canadian publications on this subject being available free, and the cost of material looming large in these days; 1,248 copies remain of the original edition of 3,000 published in 1929.

#### POSTERS.

So many requests were received for the coloured posters from those to whom they might be of real use, but who were unable to pay forty cents a set of four, that in consultation with the executive director, it was decided to offer 200 of the 600 sets in stock in August for five cents a piece or twenty cents a set. To date 71 sets have been sent at this lower price. A total of 455 sets were distributed during the year. Their cost to the Council, without postage included, for printing alone, was 7.9 cents each in 1931, more than half of the last edition then printed remains in stock, again due undoubtedly to our policy of selling these at a nominal figure. This reduction in figure stimulated circulation to a distribution for the first six months of the current year increasing 33 $\frac{1}{3}$ % over the last four months of last year.

#### SPECIAL EDUCATIONAL WORK.

The regular press notices carried in the *Chatelaine*, the *Canadian Home Journal*, *La Revue Moderne*, *The Free Press* *Prairie Farmer*, etc., continue to prove a source of requests. The *Chatelaine* and the *Canadian Home Journal* meet distribution costs. From the former alone have come 654 requests for the prenatal and postnatal series of letters. This does not include 1,496 referred to other provinces than Ontario and areas of Quebec served by Health Units.

Commencing in April, 1932, "La Garde Malade," the monthly magazine published in Montreal by a group of prominent French doctors

and nurses, has been including in each number, one of the series of prenatal letters followed in the same fashion by the postnatal letters, combined with an announcement of where they may be obtained.

The plans of sending sample sets of prenatal and postnatal letters, with a letter explaining the service, to doctors, whose names are on the request cards received, continues; 1,186 new doctors received this material this last eighteen months. Prenatal and postnatal clinics are supplied either in bulk or by request cards returned to the Council Office and filled. This latter procedure now applies only to Ontario and Quebec, in areas outside county health units.

At the request of deans of medical schools and directors of nursing in hospitals, 3,868 sets of the letters were supplied to graduating classes of medical students and nurses, in addition to the requests that the various provinces were themselves able to fill.

Requests for information and sample sets of literature were received from the West Indies, Africa, Calcutta, The Solomon Islands, The Argentine and Newfoundland as well as various centres in Great Britain and the Irish Free State. Sample sets were sent in answer to requests from no less than 45 different centres in the United States.

#### THE PRESS COMMITTEE.

In addition to approving releases of publicity which are resulting in an increased demand for prenatal and postnatal letters, the Press Committee approved the subject matter of a series of four specially prepared five-minute radio talks sent to the officers of the Departments of Health in the various provinces, to be used at their discretion. The question of Canada-wide broadcasts is receiving the Committee's attention.

#### THE NEWS NOTES COMMITTEE.

This Committee, whose appointment was authorized last year, is now functioning. Its contributions add a great deal of interest to this section of "Child and Family Welfare," and will be a means of spreading information as to developments in different provinces.

#### NEW PUBLICATIONS.

The Preschool letters "Now We're Growing Up" have been received from the press. Sample sets have been distributed and the assembling of the sets being asked for, is taxing the efforts of the staff and the many willing volunteers who do this work at Council House.

The members of the Division as well as the publications committee have been most generous in the time and thought given to their revision. An edition of 10,000 had to be increased to 20,000 before leaving press.

As the series covers a five year period, comprising eighteen letters in all, it has been deemed inadvisable to distribute it 'en masse' both from the point of view of keeping up the interest and the point of view of economy.

It is proposed to treat these letters as five short series.

- (1) Fifteen months to two years  
Introduction Letter 1, 2, 3, 4
- (2) Twenty-seven months to three years  
Letter 5, 6, 7, 8

- (3) Forty months to four years  
Letter 9, 10, 11
- (4) Fifty-two months to five years  
Letter 12, 13, 14
- (5) Five years, four months to six years  
Letter 15, 16, 17A and 17B.

One of these series will go out each year, necessitating the keeping of a file as with the monthly Pre-Natal and Post-Natal Letters.

There are two sheets on pink paper giving general reference material which it is suggested should be distributed with the first series sent to any parents, be it five to six years or fifteen months to two years.

This method, of course, necessitates knowing the age of the child for which the information is required, and should the age not be given we propose in the distribution from this office (which will cover Ontario and the counties of Quebec not served by County Health Units) to send the first series, namely, fifteen months to two years, on the last page of which parents will be able to find information about the successive series.

#### POSTURE PAMPHLETS.

The pamphlet on Posture was ready for distribution at the end of March and will fill a long felt want. Dr. Lamb's approach to his subject will make this of unquestioned value.

#### OPHTHALMIA NEONATORUM.

The pamphlet on 'Ophthalmia Neonatorum' a joint publication of the Canadian National Institute for the Blind and this Council will be off the press shortly. The material for this publication has been prepared by Dr. W. Gordon M. Byers.

#### FAIR TIME FOR THE NURSE.

The article 'County Fairs' which at the time of the Annual Meeting it was proposed to distribute in mimeograph form, in answer to many requests for information and help with exhibits at fairs and exhibitions, blossomed into an orange coloured pamphlet with a cover design of its own, "Fair Time for the Nurse" and is being distributed to public health nurses in the field. In accordance with the policy outlined at the Annual Meeting of October 1932, the secretary has not visited fairs or exhibitions this year.

#### FIELD WORK.

The secretary visited Nova Scotia, New Brunswick and Prince Edward Island, in June, 1933, the itinerary being planned to allow attendance at the meetings of the Canadian Public Health Association where she read a paper on "Statistical Indications in Some Problems in Maternal and Child Hygiene," before the section on Vital Statistics.

Twenty-one meetings were addressed and samples of literature distributed to groups at Women's Institute rallies, groups of the I.O.D.E., Red Cross, Catholic Women's League, Victorian Order of Nurses committees and nurses groups. Addresses were given at the annual meetings of the Registered Nurses Association in Charlottetown and Halifax. Conferences and consultation took place with the local health authorities wherever possible.

In January, the work of the Division was increased and modified, due to the transfer to the Council of the work of the Child Welfare Division, the Dominion Department of Pensions and National Health upon the retirement of the Chief, Dr. Helen MacMurchy. Two consultants were added to the Division staff, part-time, Dr. John Puddicombe, of the obstetrical staff, Ottawa Civic Hospital, and Dr. Lloyd MacHaffie, Pediatrician, School Health Officer for the City of Ottawa Schools. These two staff members visit the office each day for consultation and special correspondence requiring medical direction. Dr. J. J. Heagerty, Chief Executive Assistant of the Dominion Department of Pensions and National Health, under whose supervision the work of the Chief of the Child Welfare Division was carried on, was named liaison officer from the Department to the Council, and advises on general Division policy and especially on public health matters. In March arrangements were concluded for bi-monthly consultation of the Sub-executive of the Division on the last Friday of every other month, and for monthly meetings of the sub-committee.

The Division will concentrate particularly in its educational work this year on the problem of Canada's high maternal mortality rate and means and methods looking to its reduction.

As only five of the nineteen publications comprising "The Little Blue Books" are in print a certain amount of readjustment was necessary.

As the "Canadian Mother's Book" had also been out of print for some months and as the new editions could not be made available until the late summer, the prenatal or postnatal series of letters, in many cases both, were substituted, or the Mothers' Books of the respective provinces. Prior to the transfer of the work of the Division, these inquiries had been deferred for future action. In all, 5,073 pamphlets and series of letters up to March 31st were used in answer to requests from the National Department. These included our pamphlet on Rickets and Budgets. Other requests were referred to the Dominion Department of Agriculture, or to the St. John Ambulance Association for information on the prevention of accidents and giving first aid.

Direct letters of advice and guidance were sent by the consulting staff in answer to requests as questions arose requiring answers from either pediatrician and obstetrician or both.

## STATISTICAL REPORT.

### DIVISION ON MATERNAL AND CHILD HYGIENE.

#### REGULAR SERVICES.

	Oct. 1/32 Sept. 30/33	Oct. 1/33 Mar. 31/34
Prenatal letters —English.....	14,673	6,343
—French.....	8,835	6,473
Postnatal letters —English.....	6,424	11,612
—French.....	48,449	12,050
Habit Training Folders.....	37,197	5,435
Pattern Service—Abdominal Support.....	96	138
—Layette.....	160	125
Poster Service Sets.....	1,245	921
Statistical Charts.....	201	18

Diet Folders—1.....	389	
—2.....	407	
—3.....	2,532	
—4.....	2,433	
—5.....	4,018	
	<hr/>	
	9,790	1,705
GENERAL LITERATURE.		
Save the Baby from Rickets.....	6,443	2,620
What is Malnutrition?.....	5,261	2,570
Protection Against Diphtheria.....	31,261	4,062
SPECIAL PUBLICATIONS.		
Provisions for Maternal and Child Health in Canada.....	139	....
Some Sources of Material for Health Educa- tion in Schools.....	3,879	1,314
School Lunch Pamphlet.....	67	12
Play and Play Materials.....	new edition	
	2,000	343
Child Health Centre Record Forms,—		
Physicians	}	4,365
Nurse's Conference		
Continuation Cards		
The Home Training of the Blind Child..	....	228
The Home Training of the Deaf Child...	....	188
Sample Food Budgets.....	....	199
Fair Time for the Nurse.....	....	145
Posture Pamphlet.....	....	150
	<hr/>	<hr/>
	273,204	60,004
		<hr/>
		A.B.B.

## NEWS NOTES

### NEWS FROM PRINCE EDWARD ISLAND.

At the Provincial Sanatorium, Charlottetown, Prince Edward Island, an organization known as the A.A.C.C. (Active, Arrested, Cured, Cases of Tuberculosis) whose emblem is the double barred cross, has been formed by the patients and it is the hope of the sponsors that every individual in the province who has ever had the misfortune to have contracted tuberculosis will become a member.

The object of the A.A.C.C. is to make provision for the care of every tuberculosis patient in the province as soon as discovered and for as long as necessary.

At the present time the Provincial Sanatorium is not able to care for half the patients who need treatment. There is a waiting list all the time of from twenty to thirty, many of which have to wait six months or more for admission. The A.A.C.C. is going to make a great effort to enlighten the public as to the facts of the situation, by means of a Bulletin issued every two weeks, radio broadcasts and public lectures.

The Charlottetown Male Chorus has given a benefit concert in aid of the A.A.C.C., this being the first effort made to raise funds for this organization



The 1933 Annual Report of the Public Health Nursing Service of the Prince Edward Island Department of Health, which carries on a generalized programme, shows the following programme :—

School Inspections.....	249	
Pupils examined.....	9,082	
Additional children examined for communicable or skin diseases.....	3,193	
School Health Talks.....	374	
Home Visits.....	3,130	
Children completing diphtheria inoculations.....	1,254	(939 school, 315 preschool Total in last 4 years—11,025)
Children Vaccinated.....	1,167	(1074 school, 93 preschool Total in last 5 years—7,626)

For many years the outstanding defect found in school children being defective teeth, on request of the Womens' Institutes the Provincial Government made a grant of \$1000 for dental clinics. After conference with the Provincial Dental Association a clinic plan was agreed upon, but the season being well advanced before final arrangements were made and equipment secured the work accomplished was limited to the following :—

Schools Surveyed.....	11	
Children examined.....	319	
No. requiring dental treatment.....	297	(93%)
No. dental defects found.....	1,495	(5 per child)
Clinic Centres.....	2	for 5 schools.
No. children treated.....	147	
Dental defects corrected.....	556	

(From the Provincial Director of Health Education)

#### CITY OF TORONTO MATERNAL WELFARE SERVICE.

In October, 1931, the Board of Control and Council of the City of Toronto appointed an Advisory Committee to the Board of Health on Maternal Welfare, the committee to be made up of representatives of all organizations vitally interested in the subject. The following organizations were represented : Department of Obstetrics and Gynaecology, University of Toronto; Department of Paediatrics, University of Toronto; Faculty of Dentistry, University of Toronto; Academy of Medicine; Victorian Order of Nurses, Toronto Branch; St. Elizabeth Visiting Nurses' Association; Local Council of Women; Community Health Association of Greater Toronto; Canadian Mothercraft Society; Visiting Housekeepers' Association; Child Welfare Council of Toronto; Department of Public Health; Board of Health.

In June, 1933, this committee reported to the Board of Health with certain recommendations, among which was a public plan for maternal care of patients in their own homes. This plan was followed for an experimental period of four months—September, October, November, December, 1933, and was renewed in January, 1934, for a further period of two months—i.e. January 22, 1934, to March 22, 1934.

Briefly, the plan is as follows :—

A Toronto patient who wishes to be confined at home must register and be examined at a hospital prenatal clinic. If her physical condition is such that home confinement is advisable, an investigation of the suitability of the home for confinement is made by a nurse of the Department of Public Health or one of the visiting nurse associations, and also an investigation of the patient's eligibility financially is made

When all these investigations have been made, a doctor whom the patient has chosen, is notified and one of the two recognized visiting nurse associations, i.e. the Victorian Order of Nurses and the St. Elizabeth Visiting Nurses' Association, is notified. The visiting nurse visits and decides what supplies are needed for home confinement, and these supplies are provided as part of the Service. The doctor may elect to give pre and post natal care, or to have the patient attend a hospital clinic for this. If she goes to clinic, the doctor is notified by the clinic of her condition four weeks before confinement is due.

The plan has several points to commend it :

- No final report with statistics is available at present, but one will probably be available after March 22.

## SASKATCHEWAN.

The Departments of Health and Physical Training of the Normal School, Regina, Saskatchewan, have recently completed a study of the condition of the feet of the students. Impressions of both feet of each student were taken on a pedagraph, the impressions then being interpreted by a foot specialist. The report of the survey showed the following :—

Two students were found with flat feet; 71 per cent had foot trouble of some kind.

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#### WEYBURN'S COD-LIVER OIL ISSUE.

The Central Relief Committee of Weyburn, Saskatchewan, has undertaken to see that all children of the families on relief and also those on an inadequate wage, are given cod liver oil. Through the co-operation of doctors, druggists and wholesale drug companies the oil is purchased in twenty-five gallon containers at a greatly reduced price. The families supply their own bottles which are re-filled on one afternoon each week at the office of the school nurse, Miss Ann Morton. The Committee has a special fund for this purpose which has been raised by special efforts and voluntary contributions. A marked improvement has been noted in the health of many of the children.

#### MATERNITY AID.

Through the Division of Public Health Nursing, Department of Public Health, Saskatchewan, 3,331 maternity packages were sent to mothers throughout the province during 1933. The service to expectant mothers also included the following :—

Public health nurse calls on pre-natal cases.....	301
Assistance at maternity cases.....	23
Pre-natal letters.....	1,012 sets
Post-natal letters.....	1,584 sets
Mothers supplied with literature on child care (diet, habit training, layette patterns, etc., etc.).....	900

(From Miss Ruby Simpson, R.N., Regina).

#### BRITISH COLUMBIA.

##### THE ILLEGITIMATE CHILD AND THE ADOPTED CHILD.

One of the many problems confronting the Vital Statistics Branch from time to time, has been that of the best way in which to deal with the registrations of illegitimate children whose parents marry subsequent to the child's birth, and it is interesting to know that British Columbia is not alone in her endeavour to give the illegitimate (?) child a square deal,

"Michigan Public Health" for August, 1933, the official monthly organ of the Michigan Department of Health, reports legislation in that State,—Senate Bill, No. 160, which provides for dealing with such registrations along lines almost identical with the provisions contained in sub-section 2 of section 3 of British Columbia's "Vital Statistics Act, 1933"—as follows :

"That upon the subsequent marriage of the parents of an illegitimate child, a new birth certificate may be substituted in the name of the father. Under the law, an illegitimate child of course takes the name of the mother, but upon receipt of satisfactory evidence of the subsequent marriage of the parents, a new certificate may be prepared in the name of the father and giving the child the father's name. This will relieve many unfortunate situations and it seems a wise protection for the child."

Still another problem has been that of dealing with the birth registrations of adopted children. "Michigan Public Health" further reports that under authority of "House Enrolled Act" No. 98, provision is made whereby all adoptions in that State shall be filed with the State Department of Health; that the records of same shall be filed with the birth registrations, and that certified copies of such adoption records shall have the same legal standing as a regular birth certificate.

"The record does not conceal the fact of adoption; it establishes the child as the legal child of the foster parents, and also establishes age and citizenship."

"Heretofore, adopted children have had no means of procuring a birth certificate, the only record being that of the birth to the natural parents, in many cases illegitimate. To furnish such a certificate was, of course, of little or no value to the adopted child. The new provision is believed to be a decided step in advance."

In this latter action, while British Columbia's course of procedure varies somewhat from the above, the ultimate result is practically the same. In this Province, the adoption particulars—taken from the adoption certificate—are entered upon the original registration of the birth, by way of a marginal notation and a special adoption birth certificate giving the particulars of the birth under the names of the parents by adoption, is issued. This Adoption Birth Certificate was prescribed for use in British Columbia on May 29th, 1931.—J.T.M.

(From by Miss Alison Crowe, Victoria, B.C.)

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#### MANITOBA NEWS NOTES.

Surveys made at Brandon and in the St. James and St. Vital Health Units, indicate that the percentage of children found to be ten per cent. underweight is 13.5.

In Brandon, the Citizens' Welfare League made a grant for milk for cases recommended by medical practitioners, but so far there has been no organized checking of results.

In the St. James and St. Vital districts no provision has yet been made for school lunches, extra milk or the supplementing at school of the diet of underweight children.

There has been a downward trend in communicable diseases—not one case of diphtheria in St. James from February 1932 to November 1933; and in St. Vital where immunization is one year behind, there were only four cases, as against sixteen in 1930.

There has been a general reduction in the incidence of disease among children, and a consequent decrease in the number of days of absence from school. (From Miss A. E. Wells, Director of Health Education Service, Winnipeg)

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Through the efforts of the Pas Social Welfare, funds were donated for medical examination of the school children in the district, and thirty-five pairs of glasses were supplied. Arrangements are being made for holding a throat clinic later on.

At Flin Flon efforts are being made for medical examination and treatment of the school children, through the interest and help of individuals and organizations, and considerable progress has already been made.

(From Miss A. Kennedy, Reg. N.)

CHILD  
CARE  
AND



PROTECTION

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CHILD CARE IN DENMARK.

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THE CHILD WELFARE PROVISIONS OF THE  
LAW OF 1933.

(A Summary issued as a news bulletin by the Children's Bureau, Washington, and printed by their courtesy.)

CHILD-WELFARE PROVISIONS OF THE SOCIAL WELFARE LAW OF 1933.

**INTRODUCTORY STATEMENT.** The social-welfare law of Denmark of 1933 is a codification of the social-welfare and child-welfare laws of that country. Several chapters of this law are devoted to child welfare. While previously the child-welfare regulations were scattered in a number of laws and were administered by different bodies, the new law, superseding and amending the previous legislation, has consolidated practically all child-welfare measures and has unified their administration.

**ADMINISTRATION OF THE CHILD-WELFARE PROVISIONS.** In every commune, except Copenhagen, the child-welfare work is to be performed by a social-welfare committee (Social Udvalg) through a subcommittee on child welfare (Underudvalg) containing persons who are not necessarily members of the local government, but who must be well qualified for child-welfare work. In Copenhagen there is to be a special child-welfare board (Brnenaevn). This concentration of all child-welfare work in one local body and the emphasis on qualifications rather than on membership in the local government are innovations in the present law.

The child-welfare work of all the communal social-welfare committees is supervised by the National Board of Child Welfare (Landsnaevnet) for Brneforsorg) consisting of five members, one of whom is the Chief Inspector of Child Welfare. The Board also passes final judgment on appeals against the decision of the communal committees.

The Chief Inspector of Child Welfare, assisted by a number of inspectors, has general charge of child-welfare work. Among other things he must inspect personally at least once a year the institutions for children; the inspectors must visit at least twice a year all the foster homes and institutions.

**EXTENT OF CHILD-WELFARE WORK UNDER THE NEW LAW.** Under the new law the following branches of child-welfare work will be done by the communal social-welfare committees :



- (1) Supervision over children under 14 brought up outside of their own homes, all illegitimate children under 7, children under 18 residing with parents who receive aid from public funds.
- (2) Preventive care of children residing with their parents or guardians but lacking proper care or presenting problems of behavior.
- (3) Supervision over children removed from their homes because they present problems of character or behavior or because they were mistreated by their parents or guardians.
- (4) Care of juvenile delinquents who are not prosecuted or whose penalties have been remitted.
- (5) Widows' and widowers' pensions.
- (6) Public aid to children.
- (7) Feeding of children in public schools.
- (8) Maternity aid from public funds.

**SUPERVISION OVER CERTAIN CATEGORIES OF CHILDREN.** The communal committees on social welfare exercise supervision over the following groups of children :

- (1) Illegitimate children under the age of 7. (In some cases the supervision may be extended up to the age of 14). The birth of every illegitimate child must be reported within 3 days to the social-welfare committee, which is required to institute without delay supervision over such a child.
- (2) Children under 14 boarded for pay outside their own homes, even if only during the day; in some cases the supervision may be extended to children boarded free of charge. Special permission must be obtained by every person intending to board children.
- (3) Children under 18 residing with parents who receive aid from public funds.

Supervision is exercised by especially appointed persons, who work without pay, because this is considered a civic duty. A visitor may resign after 4 years, and is not required to assume visiting before the end of another 4 years. When it is not possible to obtain a sufficient number of volunteers, paid visitors are employed.

**PREVENTIVE CARE OF NEGLECTED OR MISTREATED CHILDREN.** When a child under 18 is neglected or abused in his home or presents problems of character or behavior, or when there are other conditions that seem to call for his removal from home, but when for the welfare of the child it seems preferable to leave him there, the following measures may be taken : Special warning may be given the child, his parents, or guardians; or special instructions may be issued on the care of the child; or a supervisory guardian may be appointed for the purpose of giving the family advice or guidance on the care of the child.

The preventive care of children is carried out either by members of the committee or by volunteers or paid assistants to the committee, or other suitable men or women.

**SUPERVISION OVER CHILDREN REMOVED FROM THEIR HOMES.** The social-welfare committee may remove from his home any child under 18, when preventive care in the child's home, as described pre-

viously in this summary, is not sufficient, and when it is contrary to the child's welfare to leave him in his home. Under the old law 15 years was the maximum age. The removal may take place in the following cases :

- (1) When the child presents serious problems of character and behavior, and the parents or guardians are unable to manage him;
- (2) When the parents or guardians are unable or unwilling to care properly for the child;
- (3) When the parents or guardians abuse the child or treat him in such a way as to endanger his mental or physical health or development.
- (4) When the child has mental or physical defects and needs special care which cannot be given in his own home.

The committee may also remove from his home a child who is a habitual truant or whose school work or behavior at school are unsatisfactory.

The committee assumes parental authority over a child removed from his home, or it may transfer this authority to an individual or organization.

An appeal against the committee's decision to remove a child from his home may be presented within 14 days by the parents or guardians to the National Board of Child Welfare.

It is also the committee's duty to provide a home and education for a child who has no one to care for him, or whose parents or guardians are prevented from taking care of him by their illness or other circumstances.

Physically or mentally defective children must be given special care, if possible in an appropriate institution.

Children under 14, unless they present serious problems of character or behavior, must as a rule be brought up in a private family and sent to public school. Those presenting such problems must be placed in institutions.

Children over 14 in normal health who do not present serious problems of character or behavior are to be placed in apprenticeship, domestic service, or in some similar way until their behavior improves; those who deviate from normal in one respect or another are placed in appropriate institutions.

Children removed from their homes for any of the previously mentioned reasons are under the care of a supervisory guardian (Tilsynsvaerge), who must visit them regularly and report to the committee at least twice a year.

#### CARE OF CERTAIN CATEGORIES OF JUVENILE DELINQUENTS.

The committee takes care of children under the age at which they are responsible before the law, if they commit a punishable offence and prosecution against them has been dropped, or if the penalty has been entirely or partly remitted. These children may be left in their own homes or removed elsewhere by the committee. In either case they are watched by supervisory guardians, who may or may not be members of the committee; they visit the child, investigate his circumstances,

and carry out the decisions of the committee. The committee must make certain that its decisions are carried out.

If a child who has been removed from his home and placed in an institution or private family under the care of a supervisory guardian because he was neglected or mistreated at home or because he presented serious problems of character or behavior commits a punishable offence, the prosecuting authorities may decide not to prosecute, if they find that it is sufficient to bring up the child in an institution or keep him under supervision outside an institution.

**WIDOWS' AND WIDOWERS' PENSIONS.** A widow of small means is entitled to a pension from public funds when she is bringing up her legitimate children or those adopted under marriage. The pension is paid for each child under 18; under the old law 14 years was the limit; the pension is reduced to one-half after the child becomes 14 years old, unless there are special reasons against it. The pension may also be reduced by one-half before the child reaches the age of 14 by decision of the local social-welfare-committee when this is found to be warranted by the child's financial situation. This committee may also decide to give pensions to widowers with children, when the care of the children presents particular difficulties because of health, financial condition, or other reasons.

Upon the death of a widow or widower the person who is caring for the orphans is also entitled to a pension for each orphan under 18.

**PUBLIC AID TO CHILDREN.** When the father of a child born out of wedlock does not pay the maintenance required by law, the social-welfare committee pays it to the mother, if she fulfils certain conditions of financial situation and personal life, or to the father if the child is placed in his care and if he fulfils these conditions. In case both parents have died or are totally unfit to care for the child the payments are made to the child's guardians. The amount of aid is to be determined every second year by the Minister of Social Welfare.

Similar rules are prescribed for aid to children born in wedlock, if the marriage has been dissolved.

The public aid to either group of children is of a temporary nature and must be reimbursed by the person who under the law is responsible for support. Penalties are provided for failure to do so.

**FEEDING OF CHILDREN IN PUBLIC SCHOOLS.** The commune may give financial aid to private societies serving hot lunches to children from poor families.

When the school authorities inform the social-welfare committee that a certain child from a poor home is undernourished, the committee makes arrangements for a hot lunch to be served to the child free of charge with the parents' consent every school day from November until the end of March. When cooking classes are a part of the school curriculum, the food prepared in these classes at the expense of the commune may be given free to the school children.

The National Government reimburses the commune for part of its expenditure on school feeding.

**MATERNITY AID FROM PUBLIC FUNDS.** The communes are required to give maternity aid to women without means who do not belong to any sickness-insurance fund. Maternity aid in this connection includes

payment of the midwife's fee, the necessary obstetrical appliances, and a cash payment to the mother; also attendance by a physician when necessary.

A midwife who has attended a woman not a member of a recognized sickness-insurance fund and whose fee is still unpaid at the end of four weeks after the birth of the child, may ask the local social-welfare committee to make the payment.

When the father of an illegitimate child does not pay promptly the maternity aid which is required from him by law, the mother of the child may ask that the money be advanced to her from communal funds. The father is required to pay the money later.

Advance payment from public funds to meet the expenses of childbirth and living expenses for two months may be made, within the limits prescribed by the law, to women deserted by their husbands, or separated or divorced from them. The husbands are required to make reimbursement later.

Maternity aid is also given by the commune to employed women who are prohibited by law from working for 4 weeks after childbirth, provided they lack resources and are not carrying any sickness insurance.

Recently confined mothers are also given a litre (about a quart) of milk daily until the child is 6 months old.

**SPECIAL RULES FOR COPENHAGEN.** Instead of the communal social-welfare committee, the child-welfare work in Copenhagen is to be in charge of a special child-welfare board. This board is to consist of a chairman, vice-chairman, and three district guardians for each of the 20 child-guardianship districts of the city, and 6 additional members. These 6 members, the chairman, and the vice-chairman constitute the executive committee of the board. The chief of the division of the municipal government of Copenhagen to which the child-welfare board belongs, is ex-officio chairman of that board. The vice-chairman, the 60 district guardians, and an equal number of substitutes are appointed by the governing body of the city.

Sources—Lovtidende (official collection of laws of Denmark). Copenhagen, 1933, No. 28, and volume for 1911, 1920 and 1928. Socialt Tidsskrift, Copenhagen, 1933, Vol. 9, No. 4, Translators comment.

## NEWS NOTES

### THE BUREAU OF CHILD PROTECTION OF SASKATCHEWAN.

This annual report includes the report of the Commissioner of Child Welfare, Mr. L. B. Ring, and that of the Old Age Pensions Branch, the Hon. F. D. Munroe being Minister in charge of Old Age Pensions.

Mr. Ring points out that the department continues to find free foster homes and work homes of a suitable type, and that by intensive effort in home finding the number of children in paid foster homes and shelters has been considerably reduced.

The report draws attention to two recommendations for advanced legislation which emanated from the Report of the Child Welfare Department of New Zealand, as follows :

- "(1) That illegitimate births be reported to the department, and that the department see that the child is inspected and if necessary, that action be taken for its benefit.
- (2) That parents, whose children are hard to manage, be allowed to avail themselves of the services of the Child Welfare officers for the purpose of supervision and friendly guidance."

At the present time the Commissioner states, "parents seldom report their own children and the department seldom hears of them until someone else reports the case, or until the children become delinquent."

The total number of wards at the end of the fiscal year was 1210, being 155 less than last year. 146 wards were legally adopted, and 105 straight adoptions were put through.

In the Unmarried Mother section, 106 completed cases were reported, besides the many cases dealt with from various angles. It was interesting to note that 50 children were placed in free foster homes, and 70 left in the care of the mothers. The amount of \$5,197.45 was collected in connection with agreements and filiation orders.

The Section on *Mothers' Allowances* shows a total of 2,511 families receiving the allowance, as against 2,372 last year, this increase being attributed to the number of dependent women receiving the allowance, during the jail sentence of husbands placed there for breaches of the Excise Act.

The Report of the *Old Age Pension Branch* shows an increase of 665 pensions over last year, but no proportionate increase in expenditure, owing to the wider discretionary powers "vested in the pension authority since February 1932 which permitted either cancellation or reduction of pensions."

The whole report shows a spirit of understanding of the purpose of these social provisions and a desire to make the wisest use of them.

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#### NEW STAFF APPOINTMENTS.

(Continued from page 11)

she had to her credit an unusual versatility of attainment in athletics, dramatics, musical and scholastic lines, with the leadership responsibilities among the student body that such a diversity of ability would suggest. At University, she was also closely associated with student government responsibilities, and in the editing of the weekly paper and annual year book. During her summers, she was engaged in Chatauqua work in western communities, and upon graduation joined the staff of the Edmonton Bulletin.

From this post she came to the Social Service Council of Canada as Assistant Secretary and associate editor of Social Welfare in 1924. This post she filled with success and distinction leaving it in 1928 to become Secretary of the Montreal Council of Social Agencies and Assistant (publicity) to the Director of Financial Federation. In these offices, in the largest Council and Federation in Canada, Miss Bradford has just completed six successful years. She therefore comes to this Council with unusual experience in executive administration, social work publicity and educational propaganda. All who know the wide range of her interests and her readiness to co-operate in other fields of effort that lie outside her immediate responsibilities, join in the Board's enthusiasm at her acceptance of this post.

By a peculiar coincidence, these appointments bring together, after some years, in one national office, three women who were all previously associated, at different times, with the late Dr. Shearer in the Social Service Council of Canada—Miss Whitton, as assistant secretary and associate editor 1918-1922; Miss Bradford in the same post 1924-1928; and Miss Tucker as assistant to both over a period of years.





## FAMILY WELFARE AND RELATED PROBLEMS

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### A COMMUNITY STUDY OF YORK TOWNSHIP.

At the request of the Neighbourhood Workers Association of York Township a Survey has been recently undertaken and completed by the Canadian Council on Child and Family Welfare, of the social conditions of the Township with a view to clarifying the situation and establishing trained services.

Miss Whitton arranged to have the Study carried through by Mrs. G. Cameron Parker of Toronto, and a Committee was chosen by the chief officers of the York Township Voluntary Agencies to assist in the undertaking.

The study is exhaustive, and the history and function of each existing organization is discussed, followed by suggestions for a more correlated and wider use of the existing facilities.

One section of the report is devoted to suggestions for re-organized or new services along lines likely to secure the best value to the Community. It is considered that the re-organized N.W.A. of York Township might well undertake two fields of service—*family welfare* and *leisure-time activities*.

#### RECOMMENDATIONS.

The recommendations provide for present and future organization. As a start it is suggested that the Board be re-organized along the lines of a broader personnel, keeping in mind the proposed enlarged field of activity; that the new Board engage an executive officer with training and experience in community organization, and that stenographic service (part-time or voluntary), office space and transportation be arranged. It is suggested that the new executive officer should work into things gradually during the summer months, concentrating on work with the families in the district, but not attempting definite work in connection with leisure-time activities until the autumn. Her work should also include the stimulation of a *Community Council* as a consultative or planning body, with representatives from public agencies, private agencies and associated agencies.

The plan of recommendations for future development includes the enlargement of the office personnel to at least two workers before the winter. The complete scheme should eventually include three workers, one the executive officer, one a family worker, and one a recreation worker, with a full-time stenographer. The creation of small funds for emergency relief and recreation equipment are also recommended.

As the work develops in the various districts, it is considered that arrangements might be made in the locality concerned for the use of office space and a telephone for certain days of the week.

"From the first it will be necessary to provide for transportation either through the purchase of a car or by allowing the worker payment

on a mileage basis for her own car if she has one. It would be poor economy for a valuable worker to spend half of her time getting to and fro among the scattered sections of the Township."

#### FEDERATION.

It was pointed out in the report that the financial success of the whole undertaking will depend upon "the support of every interested person in the Township, and that Federation should start immediate work towards systematic and efficient planning for the next campaign. On the skill of direction and on the continuous work that is carried on for months in advance of the campaign will depend the success of the whole project of a re-organized Neighbourhood Workers Association." The report makes the following suggestions as to the most effective handling of the situation.

"That the Board of Federation be urged : —

- (a) To consider the appointment, on honorarium of a part-time experienced secretary to act as (1) Secretary of a Community Council, and (2) Director of Federation.
- (b) To re-organize Federation along the lines of representation from participating agencies and subscribers.
- (c) To undertake the immediate selection of the key persons for the 1934 campaign set-up.
- (d) To attempt to obtain one or two major subscriptions to underwrite the greater part of the initial year's work of the re-organized N.W. A.

The progressiveness and sincere interest on the part of the Survey Committee and group of citizens in York Township is a good augury for the success of this proposed enlarged programme of work. They are to be congratulated upon their practical vision for the future.—K.S.

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#### "PRIVATE AND PUBLIC"

A comprehensive analysis of public and private agency relationships at the present time and a suggestion of the problems of the future if both types of agencies are to survive are contained in "New Alignments between Public and Private Agencies in the Family Welfare and Relief Fields," an 80-page pamphlet by Linton B. Swift, just published by the Family Welfare Association of America. Mr. Swift is general director of the Association.

"The future of the public agency will depend upon the extent to which its program is soundly developed, and more deeply rooted in local public support and understanding," writes Mr. Swift. "The future of the private agency will depend upon the extent to which it is willing to face new developments, abandoning some old traditions, re-emphasizing others, and accepting the limitations as well as the ever new possibilities of private effort. And the future of both will depend upon the extent they are willing continually to co-operate with and supplement each other."

It is a mistake to assume that business and industrial recovery will soon enable welfare agencies to return to old ways of doing things, according to Mr. Swift. "The old days are gone; we face a new future alignment."

#### FUTURE TRENDS IN AGENCY DEVELOPMENT.

The private or voluntary organization must be,—or become the agent of different minority groups of informed citizens, each interested in meeting a special human need through special types of service not yet accepted as a responsibility of the whole community.

The freedom of the private agency to branch into new and experimental roles in extending the usefulness of social case work has great significance from the standpoint of prevention, Mr. Swift points out. "In the past the family society has been brought into situations only when they have reached the point of financial disaster. It may gradually extend its service in the future before that point is reached.

"The challenge of the public agency is one for community leadership, not only in doing its job well, but in raising the level of public understanding of community needs, in stimulating others to do what the public agency cannot do at a given time, and in building constantly for the future."

The major part of the pamphlet is devoted to a discussion of public and private agencies in this transitional period, the effect of subsidies upon both, the characteristics of the true public and the true private agency and the clearing away of misconceptions which prejudice discussion regarding functions. As a means of making specific the general discussion, Mr. Swift uses an extended illustration of a composite city which has both a public and a private agency.

Some salient passages are illustrative of the trend of the study. "There is nothing particularly immutable about the principle that public funds should be spent only by public agencies." Government has always subsidized and probably will continue to subsidize many types of private effort outside the relief field. But experience in the family welfare field has shown that the subsidy system, like a narcotic, becomes a habit which injures the development of both governmental and private agencies.

There is a misconception that politics, waste, and inefficiency are inevitable in a governmental agency. Such conditions do too frequently exist. Despite the courageous leadership of the new federal administration, the relief of human distress is still being made the football of political favoritism in many communities. But that this is not inevitable is also demonstrated by many illustrations. Where such faults exist, they are frequently due to our own failure to create an informed and alert public opinion, which is even more necessary for a public than for a private agency.

I have heard the opinion expressed . . . that because of the rapid development of public agencies, private social work will disappear or be taken over entirely by government. I do not subscribe to this view. . . . Rather I do fear that we are now witnessing a honeymoon of public social work expenditure which is likely to be followed by a negative public reaction. That reaction will be inevitable and exaggerated, to the extent to which hasty and inadequate organization of public agencies leads to waste, inefficiency, and inadequate methods. In that case private agencies may have thrown back upon them responsibilities which have never properly belonged to them and for which they will again be inadequately equipped.

We must not assume that any national formula can be devised, indicating a uniform division of work between public and private agencies.

Such a formula is impossible because of the difference between communities in social, industrial, and economic setting, and the varying degrees of development of different agencies in each community. But in avoiding uniformity we should not fall into the opposite error of seeking no orientation or guiding principles.

It is futile for the private agency to claim that it can do all that a public agency can do; experience has demonstrated not only the falsity of such an assumption, but the way in which it obstructs the development of adequate public services. It should also be clear that the public agency should not claim that it can do all that any private agency can do, which would mean an assumption that government will perform each and every service which any group in the community desires. Instead of competition in doing the same thing, and instead of confusing equality with identity of standards, let us hope that each type of agency will take pride in doing the best job possible within its sphere as a governmental or a voluntary agency; each supplementing, supporting, and learning from the other.

We may move forward in a positive and constructive program for the development of both public and private effort, if we have some common philosophy as to the peculiar contribution of each to a richer community life, and if we base our programs upon that philosophy. Governmental and private effort may be thought of not only as representing different stages in the process of growth, but also as embodying on the one hand unity and on the other hand diversity of approach. Both unity and diversity are needed in a social order; if diversified and truly voluntary private effort is needed constantly to sustain and enrich our unity of effort through government, the implications in community organization and social planning are plain."

## NEWS NOTES

### DIETS, EMPLOYED AND UNEMPLOYED FAMILIES.

In the discussion of cash relief and relief in kind, two small studies are significant.

These were made in Newcastle-upon-Tyne between a group of employed and unemployed families and in Berkeley, California, in respect to a group of twenty-five families dependent on the local welfare society.

From the Manchester Guardian Weekly, of January the twelfth we quote the findings of the British study:

"The budgets of thirty-three unemployed families and three employed families were investigated. The unemployed families were found to be living on a diet markedly below the standard considered necessary to maintain health and working capacity. The deficiency was most marked in the first-class proteins:

Slum areas, 50.88 per cent deficiency.

New housing area, 65.14 per cent deficiency.

There is also a deficiency in the intake of fats:

Slum areas, 23.45 per cent deficiency.

New housing area, 26.45 per cent deficiency.

The greater deficiencies in the new housing area are the result of the higher rentals, despite economies in other essential expenditures. The average rentals are:

New housing area (9s. 2¼d.) = 30.30 per cent of the total income.

Slum areas (5s. 10½d.) = 17.87 per cent of the total income.

In the slum areas the lack of accommodation for food storage makes it difficult to buy anything but "daily" quantities, and this increases the cost of food. In the new housing area this difficulty is overcome. There is evidence

from the employed "slum" family budgets, where a larger food income is available, that this increase is used for food and on the whole wisely spent.

The average weekly food income of the unemployed under investigation in the new housing area is 3s. 1¼d. per "man," and in the slum areas 3s. 5¼d. per "man," whereas the British Medical Association Nutrition Committee find that the cost of an adequate diet lies between 5s. and 5s. 10¼d. per "man."

The report shows that after rent and rates, "other essential expenditure"—heat and light, insurance, clothing, and cleaning materials—takes 11s. 3¾d. in the slum areas (or 34.4 per cent of income), and in the new housing area 8s. 7d. per family (or 28.2 per cent of income). The difference is accounted for partially by the improved housing conditions which reduce the fuel cost and obviate the necessity of washhouse time costs, and also by curtailment of expenditure on insurance and clothing.

After the deduction of these two groups of necessities the rest is the available food income—15s. 8¾d. a week in the slum families and 12s. 6¾d. in the new housing area. The balances must also provide for "unessential expenditure" such as cigarettes, newspapers, church collection, coppers to children, and pocket-money to husband. In the 22 slum families the "unessential expenditure" averaged 11½d. per family, or under 2d. per individual. The eleven new housing area families spent 8½d. a family, or 1½d. per individual. As the report comments. "It cannot be said that they waste their money."

"The Family" carries a summary by Margaret Wead of the United States study from which an effort was made to evaluate the attitude shown by the families from a dietetic and economic point of view.

"The analysis shows that if the families had purchased more "whole grain cereals, bread, milk, and yellow and green vegetables of high vitamin content, and less fat, sugar, and relatively expensive vegetables and fruit, they could have been more adequately nourished at a lower cost." In comparison with a minimum standard the families received slightly more of the nutritive elements than the amount which the standard prescribed. Compared with a more nearly adequate but still "low cost" standard, diets were found to be from 26 to 100 per cent below standard with respect to anything but calories.

The results of the study, while possibly somewhat discouraging to advocates of cash relief, indicate the necessity of further educational work in nutritional values rather than the adoption of completely restricted food orders. It should be borne in mind that the families included probably typify to some extent the general buying habits of any family of limited income since they are thought to represent a "higher level of intelligence than is usual among the unemployed even at the present time."

## BALLOTS AND BASSINETTES.

(Continued from page 13)

Child	Total	Que. Born
12th.....	3,022	1,803
13th.....	1,978	1,280
14th.....	1,356	874
15th.....	834	589
16th.....	483	333
17th.....	267	207
18th.....	172	137
19th.....	82	67
20th and over.....	100	76
Totals.....	8,294	5,366

In these figures the mother alone is considered, so that, for instance, in the case of 100 children born in 1931, the child was in each case the 20th or over child of its mother.



As there are 657,466 persons of French origin in the other provinces, as against 2,270,059 of French origin in Quebec, it may safely be assumed that a large proportion of these children not born in Quebec, were nevertheless born of French parents.

As a result of their fecundity, the French-Canadian people have grown from 75,000 at the conquest in 1760 (60,000 in Quebec and 15,000 in the Maritime Provinces) to probably at least four million at the present time, made up of 2,270,059 in Quebec, 657,466 in the other provinces, and the balance in the United States. The United States census does not give the figures for those of French-Canadian origin excepting those born in Canada, who number 370,835. There must, I should think, in addition, be at least seven or eight hundred thousand persons of French-Canadian origin born in the United States and residing there, thus making up the suggested total of at least four millions."

*The Editor of the Journal, in commenting on Mr. Scott's letter, pointed out that it was not true, as some might have imagined, that a high mortality rate in Quebec kept the natural increase down to the level of that of the other provinces. In support of this statement, the following figures for excess of births over deaths in 1930, were quoted from the 1933 Canada Year Book for 1933 - Ontario 33,950; and Quebec 47,680.*

## NEWS NOTES

### DAY TIME SPECIAL TRAINING.

North Vancouver, B.C., now has day-time Manual Training and Home Economics courses for out-of-school, unemployed youth of both sexes. Following a lecture on the relation between juvenile delinquency and unemployment delivered by Mrs. Stuart Jamieson, Judge of the Juvenile Court at Burnaby, B.C., at St. Andrew's United Church, North Vancouver, the question of this problem was raised at the North Shore Ministerial Association by the Rev. William Stott, minister of St. Andrew's. All Manual Training and Domestic Science classes had previously been closed.

It was suggested to the Commissioner of North Vancouver and to the Provincial Department of Education that a Manual Training class be opened. The Department welcomed the proposal and agreed to provide 75% of the instructor's salary. The Commissioner placed one of the Manual Training rooms at the disposal of a public committee on technical education which was formed, composed of representatives of lodges, service clubs, parent-teacher associations, etc. An instructor chosen by the Provincial Superintendent of Technical Education was selected.

Fifty boys enrolled on the opening day, and the limit of 100—to be given two periods a week—was reached at the end of the first week. The average age of the boys is 18; some contribute to the cost of the class. The 25% of the instructor's salary for which the Committee is responsible is being contributed largely by individuals and societies. In addition to the Manual Training, a first aid course by the St. John's Ambulance Association is well attended. The Home Economics class for girls is a recent development.

Excellent co-operation from public and press has been received, a benefit evening by the Basketball League being a case in point. The classes are conducted under night school regulations, although for economy's sake they are held in the forenoon and afternoon.—E.M.

## THE VOLUNTEER AND SOCIAL SERVICE EXCHANGE OF MONTREAL.

ELSIE BOWDEN.

(Following some requests, "Child and Family Welfare" opened its columns to a discussion of some of the principles enumerated in Miss Mohr's article on the Exchange in the January issue.)

Miss Mohr's article on "The Volunteer and the Social Service Exchange" published in the January issue of this Bulletin, presents a picture of the ideal Exchange which should serve as a model for Exchanges in Canada.

We know that Exchanges in the older cities of the United States and Canada can be conducted along the lines suggested by Miss Mohr, as social work in these centres is a recognized profession which has reached a high standard of efficiency. We must not forget however, that in the majority of communities throughout Canada, social work and Exchanges are yet in the early stages of development and that in some districts the major part of the social work is being carried on by volunteers, so that it may be found difficult to do otherwise than make the services of the Exchange fit the more elementary needs of these communities.

In the larger cities where social work is being done by trained workers and with up-to-date methods of case work, we still have the voluntary organizations which continue with the old methods of administration and thus the service for both groups must be considered by the Committee of the Social Service Exchange.

### THE VOLUNTEER AND THE EXCHANGE.

Since its inception in 1916, the Committee of the Social Service Exchange in Montreal has encouraged the use of the Exchange by volunteer workers who are administering charitable funds for clubs, societies and churches. These organizations are listed as associate members of the Exchange and their volunteer workers do not receive full reports as only the names of relief agencies are given to them; in certain cases health agencies and settlements are reported but the names of problem agencies are not given to associate members.

In allowing the volunteer worker to clear with the Exchange, an opportunity is given her to get in touch directly with the relief agencies which know the family. There are instances where the family inquired about is known only to another voluntary organization and this information would not be available to the inquirer through any source but the Exchange.

The associate members receive no notifications but notifications are sent to all member agencies on inquiries from volunteer workers. We have found that the case worker appreciates being informed of a volunteer's interest in a case as this gives the case worker, with a health or problem agency, the opportunity of getting in touch with the volunteer if necessary, or should the case worker feel that there is a possibility of the volunteer interfering with the agency's plan for a family or individual.

From our experience the volunteer worker cannot be ignored and there does not seem to be any reason why the volunteer in good standing should not receive a limited report from the Social Service Exchange.

The Exchange cannot give any history. It merely informs the volunteer who is already interested in a certain family or individual, where the information she requires may be obtained. We find that as a rule curiosity does not enter into the volunteer's interest in a family or individual. Where the volunteer is a conscientious worker she is anxious to spend the funds at her disposal to the best advantage and therefore does not wish to duplicate the work or interfere with the plans of another organization.

#### DUAL SERVICE.

In the past few years many Exchanges have given a dual service, perhaps without realizing the fact. To the trained case worker the Exchange is a central index to the library of records in the various agencies; to other workers the Exchange has served as a "Registration Bureau" for unemployment relief, placement services and clothing bureaux for the unemployed and to various voluntary organizations giving assistance. In giving both services, the Exchange has been the means of promoting co-operation and mutual understanding between the trained and untrained workers of both private and public organizations.

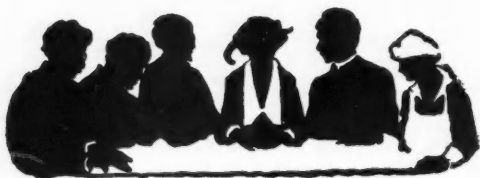
The Committee of the Montreal Exchange has endeavoured to make the service of the Exchange in a certain measure a flexible one, having regard to the amount of social work done by volunteers in the community.

#### INITIAL SET-UP.

If the welfare workers in a community have come to the point where they realize the need for an Exchange or Central Index in order to promote co-ordination and co-operation, there does not seem to be any reason why a substitute should be set up in place of the Social Service Exchange. Why not start with up-to-date methods and equipment, even in a community where there are only voluntary organizations with indifferent records and allow the admitted "Registration Bureau" that it will be at first, to grow gradually into a true Social Service Exchange. The Exchange index card carries only identifying information and the names of the agencies to which the family is known and this is exactly the same information that would be required for a "Registration Bureau" in any community.

A bulletin on the emergency set-up for a Social Service Exchange or Central Registration Bureau was prepared by the Association of Community Chests and Councils for the "President's Organization on Unemployment Relief" in the United States and we note that the most approved and up-to-date Social Service Exchange forms were recommended for this service.

We feel that the use of a Central Index file by community organizations of all types, will help to show the need for case work service with adequate records.



## COMMUNITY ORGANIZATION

### THE PRINCE OF WALES AND SOCIAL WORK.

(An Editorial from The Times (London) Weekly).

#### THE PRINCE'S LEAD.

On Saturday evening the Prince of Wales spoke to the people of England in their homes and at their firesides. His theme was friendship, neighbourliness, and service—the projection beyond enclosing walls of the sympathy, understanding, and helpfulness, which are characteristic of family life, to the individuals and homes of the unemployed. He appealed to our common manhood and womanhood, which accidents of place and circumstance may obscure but cannot obliterate; and to that deep underlying sense in communities—whether the village, the city, or the nation—of a mutual interest and tie which can be denied only with peril of disintegration. "Let self-help go hand in hand with mutual service. Let the State do its utmost by political and economic devices, but there is no remedy which will ever replace or make obsolete the way of fellowship." This conception of mutual service goes to the heart of the matter. What is wanted most of all is not service for the unemployed but service with them. The relationship must be one to which each contributes. The employed and the unemployed are not separate classes, and the development of separation would be the sign of a social failure.

Social service with the unemployed is no longer an experiment; it is a proved necessity. It calls for that sustained effort which the Prince of Wales foresaw would be required when he first roused the nation to share his keen desire to promote in this way the welfare of countrymen who fear, or feel, that they have been flung to the industrial scrap-head. The record of what has been done by voluntary service in the intervening two years is no mean one. But two thousand schemes do not cover the ground. Large areas of the country, and hundreds of thousands of the unemployed, are untouched by the agencies of voluntary social service; and, to speak broadly, the reason for the gaps is that too few people are prepared to engage in the work, or even now do not know how to set about it. Undoubtedly the social service of the future will require larger expenditure on organization and development. Two years ago the Prince of Wales stirred a strong emotion which knew little of what social service required. On this occasion he called for a widespread and fixed resolve to go forward with definitely personal service. It is a service of man to man. It has its enemies in misunderstanding, and unfortunately also in some party bias; but disinterested friendliness will not be discomfited by either.

The Prince of Wales has the large idea of the occupational centres of to-day developing into properly constituted clubs, and not for unemployed persons alone, but for all who want to make good and happy use of leisure in association with their fellows. This conception is fresh, and more will no doubt be heard of it, because there is little doubt that, as the necessary adjustments in industry come to be made, some of

the benefits of modern methods of production will be gathered in the form of increased leisure. There will be general agreement with the desirability of largely increased opportunities for physical training; and camping holidays are excellent. Another of the Prince's suggestions was in the realm of finance. The Scottish proverb 'Mony a mickle maks a muckle' applies here, for there is a way, already demonstrated, by which people at a distance from the areas of severe unemployment may combine in groups to assist systematically particular clubs with which in other ways also they may be able to establish direct and personal contact. These practical suggestions are part of a broad plan for equipping men for leisure while not forgetting, but always putting first, the provision of work . . . . In his broadcast speech to which reference is made, His Royal Highness said, *inter alia* :

"Although there has been some improvement in employment in some industries the whole situation is still very serious, and although the more I go about the more thankful I am for the voluntary activities in progress, I know that the real need is for regular work. That is what is wanted, and with some prospect of a further improvement in trade I urge most strongly that no opportunities of giving employment will be neglected or postponed."

"I want to make a few suggestions about future activities based on my own observations:—

"First of all the so-called occupational centres should be developed into proper clubs, each with its management committee and duly elected membership, its canteen, its workshops, its rooms for educational, recreational, and social activities. In every local scheme we must remember the men who have families and particularly their wives, for they too need the opportunities which clubs can give them. The membership of these clubs should not be confined to people unemployed.

"This brings me to the question of finance. Over £250,000 has been contributed voluntarily towards schemes. Have not the unemployed people themselves set a great example? They have contributed over £30,000 by weekly pennies and twopences as club subscriptions and payments for materials to work with. As I have suggested before, groups of people might associate themselves with particular clubs and make themselves jointly responsible for part of the cost. By small weekly subscriptions they make a most valuable contribution towards the running of a club in places where local resources cannot possibly meet the full cost.

#### EVERY TOWN ITS CAMP.

"Another very important feature in the voluntary service movement is the providing of facilities for keeping fit and camping in the summer. At the Duchy of Cornwall property at the Oval the Surrey County Cricket Club have placed part of the ground at the disposal of unemployed men in Lambeth for physical exercise, and one of the dressing-rooms is used as a club-room in the evening. Will other cricket clubs in the country follow the example of Surrey and offer their grounds and pavilions for this excellent purpose, at any rate during the winter months?

"As regards camping, which I consider a very important item, 80 camps were organized last summer, and from visits to several of these I know how much they are appreciated and the beneficial results both in mind and body to those who can avail themselves of the opportunities for camping. Cannot every town have its camp this summer?

"We must not be content until we have good clubs everywhere, so equipped that those who need them can find opportunities for friendship, occupation, and recreation, where the day can be spent usefully in times of unemployment, or leisure spent with advantage after working hours.

"Let self-help go hand in hand with mutual service. Let the State do its utmost by political and economic devices, but there is no remedy which will ever replace, or make obsolete, the way of fellowship."





## DELINQUENCY AND RELATED SERVICES

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### A VISIT TO THE JUVENILE COURTS IN ENGLAND.

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MR. H. ATKINSON, Superintendent, Industrial Training  
School, Portage La Prairie, Manitoba.

Having letters of introduction from the Home Office to the presiding Judge I hunted around for the Mission Hall where the Juvenile Court was to be held. I discovered a Church Settlement House and followed the written notices in the corridor until I came to the room where the court was sitting. Being a visitor and having a limited amount of time, I had been sent to what was considered a very efficient juvenile court in London, and here I was, in the kindergarten room of a mission centre! Sacred pictures hung on the walls, and small chairs and tables were piled up in one corner. Chairs for adults were placed in a half circle and a plain table with three chairs behind it at one end. No uniformed person was in sight. This was the place where the juvenile court sits every Thursday afternoon. What a contrast to some of our juvenile courts with the regular police-court furnishings; gowned judges seated on high benches, with a dock in which the small prisoners stand. These English must be slow, nothing here to impress the young law-breaker with the 'majesty of the law.' As I walk about I find another room where parents and children are beginning to gather and a young man introduces me to six or eight keen, intelligent young men and women who are probation officers. There are more but they are so busy that they do not attend court unless they have a case. They know a great deal about their charges. Their case histories are complete and full. They lay a summary of each case before the presiding magistrates.

A door opens and in walk two gentlemen and a lady. They take the chairs behind the table. These are the judges. The British people feel that the work of dealing with delinquent youth is so important that their law requires that at each session of the court there must be a chief magistrate and two assistants, one of whom shall be a woman.

#### PROCEDURE.

The first case is brought on quietly. The officer in plain clothes states the case, and Tommy is encouraged to give his story. Damage has been done and it will have to be paid for. The boy is removed and the parents are called and questioned as to how much they can pay. The order is made and Tommy is brought back and told the terms of the payment, while he is instructed that Mr.—or Miss—(the Probation Officer) will come and see him and that the court will get reports on his progress.

Several times during the court session the child whose case was being considered was removed, so that the parents could give their story frankly and the statements of the probation officer and the magistrates would not embarrass the child. This phase of the work of the court is of vital importance, but in Canada we do not appear to be seized

with its significance. Too many children are allowed to stand by, while some court officer relates the family history to the shame of the parents.

As I sat in one of our courts in Canada one afternoon I heard a probation officer tell the judge in open court, with five other playmates present, that Jimmy Jones was mentally defective. I watched the color slowly tinge Jimmy's cheek, his head lower and tears trickle down his face. Jimmy was humiliated. He could not help being mentally defective, and (whatever it was he did not know!) he felt it was "something bad" and "this guy" who told that to the judge before "the rest of the kids," would find it hard to get Jimmy to be his friend.

Too often, distressing things are said and the child in the midst gathers impressions which vitally affect his whole life. 'He that winneth souls is wise' says the Old Book. I know of no task which needs more wisdom, more personality, more leadership, more insight and knowledge of child nature than the task of probation officer.

#### PROBATION.

Probation work has reached a high standard in England under the encouragement of the Home Secretary. A scale of salaries has been set up and standard requirements are demanded of all applicants. They are civil servants just as the magistrates are. The Home government employs and pays the officers and sends out instructions and suggestions to them periodically.

In many centres in Canada our probation field is cluttered up with well-meaning men and women without any particular training, who no doubt have served their communities well, but it is too much to expect them to do the scientific work which is so essential. We have been content to delegate this work to a superannuated member "of the cloth," an ex-policeman, a retired ex-school teacher, an ex-odd-job man, a "nice old lady," an "anybody else" who was willing to do the job for the paltry salary we offered; without serious regard to suitability, experience, training or efficiency. One has only to examine the report of the Dominion of Canada on Juvenile Delinquency covering the last ten years and see how erratic has been the treatment of our delinquents by our juvenile courts, to be convinced of the need of real scientific probationary work. A probation officer should be a person of good educational background, with special training in social work and should bring to his task a warm sympathy and a deep-rooted respect for the child. Is not the child's life involved?

The parents realize failure with a child and do not know what to do; the school teacher says 'I cannot manage him'; the church stands self-questioning, puzzled, perhaps ashamed; the doctors of mind and body report; the law demands that something be done; the child wonders or plots, is affrighted or defiant, and the task of making a survey of all these phases of the situation, of carefully calculating the relative value of each and presenting a report to the judge with suggestions for readjustment, is too great a task for an untrained mind.

I sat one evening in the garden of a probation officer in England and saw eight boys come and report to him. There was a fine spirit of camaraderie between the boys and the man. Rabbits were discussed with one boy, the fine points of a dog with another, how to fix the coaster-brake of a wheel with another. Where necessary, the conver-

sation was skilfully turned to "conduct," and the hearty promise of the boys to come again showed valuable work was being done. During the evening we strolled through the slum district; gossiped over the fence; chatted here and there with the children in the streets. In an official report of an investigation, there was a comment on this district, which gave credit to this probation officer for the decrease of delinquency there. Though poverty was just as bad as in any other area of the city the attitude of the children in that district towards law and order had been fashioned by that officer.

The New York State Probation Commission states that the best probation work with adult offenders in the United States is being done by the Catholic Bureau. They are all college trained men. If this is the standard for adults how much more is it essential that we have our wisest and best-trained social engineers dealing with the young?

#### COURT PROCEDURE.

But we must get back to the court in London. A small boy, age thirteen, is brought in. "You? back again!" said the magistrate. "This is the third time. What have you to say for yourself?" The boy began to tell how he was "led by" an older boy. The magistrate stopped him. "We are not going to ask you his name. You knew what you did was wrong and you should not have done it. What have you to say for yourself?" The boy pleaded for another chance, but he had been given three already. The boy was removed and the mother and the officer were called. The mother had not co-operated well. The home conditions were obviously bad. The judges went into conference in an inner room, with all the facts before them. Probation had failed to solve this problem; something else must be tried, and a certified school was suggested. The boy was weak; the mother did not help; the home conditions were poor; the teacher had tried her best, with little result. It was quite clear that the boy needed special treatment. It was agreed that he should be sent away for three years. But what he had done was not serious so why should he be punished so severely? It was evident that treatment not punishment was in the mind of the court. The boy's future welfare had been considered from every angle. The parents were assessed for a weekly payment towards the boy's maintenance.

In England his responsibility is seldom taken from the parent, and quite rightly so. The state should not pay for the mistakes and weaknesses of delinquent parents. Canada has been slow to adopt this principle, and the state has had to assume responsibility for full maintenance of a large number of children placed in our institutions. Were more parents made to pay they would show more interest in their children. We value more what we pay for.

Talking to the officer after court, I mentioned the fact that the boy had not been allowed to give names. "Of course not," he said, "it cannot be taken as evidence. It would not be fair. Each boy must be held responsible for what he does himself." I know of at least one Juvenile Court in Canada where boys are often kept on remand to compel them to tell the names of other boys implicated in the same offence. This is not justice. It savors of the third degree method. "But why let the 'Kids' get away with it?" Better "let the Kids get away with it" than make them violate their sense of loyalty to their

"pals." "Squealing" is contemptible anywhere but when it is encouraged by the police who handle the case and aided and abetted by the officers of the juvenile courts it is doubly so. The sense of the 'majesty of the law' can only be built up in the child's mind by majestic treatment by those who administer it.

A working boy had stolen a wheel. His previous good character stood in his favour. He would get the wheel repaired and pay for the repairs out of his wages. The probation officer would come and see him and would report his progress to the court.

And so the court adjourned. The proceedings are carried out in more or less the same way throughout Great Britain. Liverpool has provided a separate building in which to hold its Juvenile Court and Birmingham has recently opened a new court room, but in none of these are to be found docks, high benches, gowned judges, or any other paraphernalia of the regular courts. In most of the towns I found that the sessions of the court were held in the municipal offices and the children were kept as far away as possible from the court rooms.

#### DELINQUENCY TRENDS IN BRITAIN.

Great Britain is alarmed over an eleven per cent increase in Juvenile crime. At a meeting of the London Police Court Mission held while I was in London it was pointed out that one of the greatest problems of this body was juvenile delinquency. Two-fifths of all persons found guilty of indictable offences were below the age of twenty-one; thirteen per cent of the offenders were between the ages of seven and fourteen; nine per cent were between the ages of fourteen and sixteen and twenty-one per cent were between 19 and 21 years of age. These ugly figures showed an increase of eleven per cent. It was stated that one of the principal causes of juvenile crime was the failure of parents. Juvenile crime and matrimonial discord could not be separated.

From the carefully collected records of the Medical Officer of Wormwood Scrubs Prison, which is the receiving station of all who are committed to the Borstal Institutions, it was found that only twenty-seven of the cases of committals were cases of unsatisfactory environment, and destitution was found in only one case. Crimes against property accounted for ninety-five per cent of the offences. The officer states that "this indicated the channel through which the self-assertive instinct emerges. The urge to compete with rivals, the desire for adventure, the thrill of risk, etc., if not given means of expression will find satisfaction in acts of delinquency."

Employment which provides avenues for self-expression has been lacking and recreational activities which give opportunities for self-expression have not been adequately provided. If we in Canada would prevent delinquency, we must give attention to this real need of youth.

I would like to say, here, that in England there is a painstaking effort on the part of all who are engaged in this work with the young, to gather correct data on each case. Records such as are being kept by the Medical Officer at the prison will prove invaluable aids to the solution of the many problems presented; and we would do well to follow this example.

The important functions of the juvenile court are stressed by the Home Secretary in his pamphlets of instructions and suggestions. I quote a few extracts from one of them to give a general impression of

the work as it appears to the mind of the committee whose business it is to make surveys, gather data, make recommendations and present their findings to the Home Secretary who sends them out to all the presiding magistrates from time to time.

#### GENERAL REGULATIONS.

"The Juvenile Court, by wise treatment of the young people who appear before it, must of necessity *play an important part in relation to the whole question of crime.*"

"The qualities which are needed in every magistrate who sits in a Juvenile Court, are a love for young people, sympathy with their interests, and an imaginative insight into their difficulties. The rest is largely common sense."

"The number of magistrates shall be three, two men and one woman, one of whom shall be elected by themselves to preside."

"The formality which is necessary in the trial of adults may often be out of place in the Juvenile Court, especially where young children are concerned. The child will be more likely to tell the truth if his confidence is gained, and if his position is explained in simple language."

"The fullest possible information as to the child's history, his home surroundings and circumstances, his career at school and his medical record shall be presented to the magistrates."

"The furniture of the court shall be of simple character as though an inquiry were being held; no dock, or lofty bench, is required; ordinary tables and chairs are suitable. They should be placed so the child can be as near the magistrate as possible."

"No name of a child or school, etc., nor anything likely to lead to the identification of a young offender should be given to the press." (What heart-aches and worries this wise provision saves! We could copy with benefit this wise legislation. Juvenile crime so called, gets too much publicity in Canada. Our Juvenile Delinquents Act covers this point and forbids publicity but too often the police department, seeking notoriety or some judges wanting publicity, have allowed the aggressive reporters to make capital out of the childish acts of lawlessness. The recital of how 'Bill' got into the house by the coal-shute and what he did, may make interesting reading for the morbid adult, but it is full of suggestions and instructions in crime for the child who reads it).

Treatment is covered in these circulars and fines, probation, and commitment are suggested. Probation, as far as I was able to judge from the various court officers and others whom I visited, is taken very seriously. Both for adults and juveniles its value is fully realized but from a recent pamphlet sent out by the Home Office I find the following sentence:

"Instances which have been brought to our notice in which a lad has been put on probation five or six times before being sent to an institution, appear to show that some courts are placing on probation a strain which it ought not to be expected to bear. A Probation Officer who, from fear of being thought unsuccessful or from undue leniency, fails to report such cases may do great harm." "The duties of the Probation Officer are not confined to mere surveillance. The main object of the officer should be to build up character." (Continued on page 55)





## LEISURE TIME AND EDUCATIVE ACTIVITIES

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### COMMUNITY GARDENING.

ERIC MUNCASTER,

Community Gardening is among the most beneficial of present-day movements for the worth-while use of leisure time. There should be far more of it in Canada than there has been of recent years. In spite of the growth of the movement which has taken place in certain centres, authorities who have looked into the matter consider that this excellent form of activity is capable of considerable expansion throughout the Dominion. Experience tends to show that participants benefit in so many ways that they require but little urging to undertake this most practical form of self-help. There might well be a Dominion-wide drive to promote such gardening everywhere.

There are many reasons why communities should make an intensive effort to develop a thorough-going programme along these lines.

The health values of the fresh air and sunshine in which gardeners do so much of their work, and of the exercise associated with it, are universally admitted. There is an appeal about gardening of all types to many different kinds of people. But there is a special reason connected with Community Gardening in that it provides "something to do" as well as food, under conditions which bring moral encouragement as well as physical satisfaction. This is no inconsiderable factor in days of unemployment and part-time employment for so many. In addition, there are indirect benefits as noted later in this bulletin.

To quote a recent writer: "The family garden as a recreation is a contribution to the courage, contentment and welfare of the jobless worker and offers a greater financial return than any other Leisure Time Activity." In general this statement has been found true, not only in Great Britain and the United States, where many experiments with Community Gardening have been made, but in such cities in Canada as have adopted the plan to help with the subsistence problem.

#### ORGANISATION.

Who shall do the organising? This will differ in different localities. Among those who have taken the initiative in one large eastern city, as regards the local groups into which the city is divided, the following may be mentioned: The Clergy of all denominations, nurses, a real estate man, Y.M.C.A. secretaries, school principals, groups of unemployed men, war veterans' associations, Toc. H. and groups of business men. Church Halls have been loaned for meetings, and professional gardeners have been generous in serving as lecturers and instructors. Late in the gardening season, when preservation of surplus products has become a matter of importance, domestic science experts have contributed their services as instructors. The amount of co-operation obtained has been remarkable. In Canada's smaller communities it will frequently be possible for a single committee to do all the work, with the assistance of volunteers.

Where should projects be undertaken? The answer can hardly be other than this—wherever the need is known to exist in sufficiently large proportions to justify the launching of a scheme, irrespective of the size of the community. If there are unemployed men who are heads of households and lack the facilities for gardening, but who might be induced to undertake the growing of vegetables for the benefit of their own families, every effort should be made to see that they are given the opportunity.

Nor should Community Gardening be limited entirely to the unemployed; it may be of service in keeping up the morale of short-time workers. It may play an important part in keeping families off relief. It has definite social values in maintaining contacts, especially if supervision of gardens is carried out either professionally, as has been done in certain centres, or by experienced members of Horticultural Societies or Garden Glubs, who take a real interest in the work and the workers. Graduates of agricultural colleges are also able to help.

There are such great climatic and other differences between the sections of Canada that no attempt will be made here to prescribe what shall be grown in Community Gardens or what gardening methods shall be followed. These matters must clearly be decided "on the spot" by those who initiate and carry out the programmes, and their advisers.

Thus, as in many other types of recreational activities, the problem becomes largely, in its beginning, one of local leadership and enthusiasm. It may be a religious or social worker, or a "Y" Secretary, or a gardener, or a business man, or a newspaper, or a school teacher, or a group of unemployed, by whom the first move is made. Once it has been made, there are other definite things to be done.

#### THE CENTRAL COMMITTEE.

The backing of the entire community should at once be sought with a view to establishing a central committee, if necessary. Agencies likely to be interested include public and private relief officials, Boards of Trade, or Chambers of Commerce, Officials of the Provincial and the Dominion Departments of Agriculture, members of Horticultural Societies, Officials of Parks Departments, the Service Clubs, the Women's Societies, the Churches and other bodies. Newspaper co-operation should also be obtained. School principals and teachers will be of great service. Expert agricultural knowledge on the part of some members of the planning committee is necessary.

Municipal officials can be of assistance from the start because of their knowledge of suitable sites. These must be arranged for as soon as possible. In some United States cities it has been found necessary to pay travelling expenses of unemployed to Community Gardens, or to arrange for special transportation. There is a possibility that in some Canadian cities similar arrangements may have to be made; in a majority of cases, however, sufficient sites can probably be found which are convenient to the people's homes, located in different "quarters" of the city. Where disused farming land is available, expert opinion as to the need for fertilizer should be obtained.

#### INSTRUCTIONS.

While professional supervision is desirable, in many places in Canada this may be found out of the question. In such cases, the best available supervisor should be sought, to act on a voluntary basis—possibly some

keen amateur gardener who is able to devote many of his evenings to the encouragement of the Community Gardening project

In some Canadian cities instructions for planting—depth to plant various seeds, distance between rows, dates recommended, cultivation, etc.—have taken the form of mimeographed sheets distributed at the same time as the seeds are given out. The method is not entirely satisfactory, but will serve if supplemented by conferences either at the Community Gardens or some convenient centre so that problems may be discussed. It has been found possible and useful to incorporate five minute periods of gardening hints in noon-time radio programmes at certain centres.

As an additional method of propagating knowledge and information our newspapers can also greatly assist, as many of them have already been doing, by regular publication of articles on simple, timely topics. The "answers to correspondents" in the gardening columns can be made very valuable. In some Canadian cities, the Parks Superintendent has managed to make time to attend to this important item on behalf of the newspaper, using its columns for his answers. Through use of the Public Libraries and reading rooms, and by arrangements made with friends, the information provided generally reaches its intended recipient, in cases where he is unable to purchase the newspaper regularly.

These facts should all be kept in mind during the process of organisation. The setting up of a committee is the first stage in the work. Contacts with the would-be gardeners are established through welfare workers, the schools, the churches, the newspapers and word of mouth.

The Central or General Committee should, if possible, consist entirely of members who have a very definite interest in the work, and considerable experience of gardening. A small expert executive is to be preferred for the conduct of routine business, but all members of the Committee must be prepared to devote considerable time to helping in whatever manner necessary.

In certain cities in the United States public appeals for funds have preceded the organisation of the work; in others, public funds have been made available. In Canada, the purchase of garden seeds for unemployed on relief is definitely permitted under our legislation, hence some form of registration or application for a garden plot must be arranged. It is customary to require applicants to sign a declaration that, if given free seed and a plot in which to cultivate it, they will not sell any of the produce.

#### THE LAND.

Arrangements for the use of land may be made either by the local (or district) Committee in large centres, or by the Central or General Committee through its executive. The chief responsibility may well be assigned to the chairman of a special "Land Sub-Committee".

Preparation of the land to be cropped has been done in various ways. In some cases, Parks Departments have undertaken to plough and harrow the sites, and later to measure out the individual gardens, leaving space for "paths". Volunteer co-operation has also been made available. In some instances implement manufacturers or dealers have undertaken the work for its "advertising value". In yet other cases, it has had to be paid for.

The fact that some public funds may be available should not be allowed to interfere with efforts to obtain local support. There is no reason why families on relief who have vegetable garden plots in connection with the houses where they are living should not be permitted to cultivate these plots and be given free seeds, except that the matter of supervision will be more difficult. Against this must be set the advantage of accessibility to water and of keeping the garden under observation by the gardeners at all times. Perhaps greater interest is taken by the gardeners if they are permitted to cultivate their own backyard plots in such cases than if they should be compelled to cultivate a share of a community project. The gardener must dig his own plot if he uses the one at his home, and that is normally a condition before seeds will be granted.

The size of plots favoured for the most part in many typical projects is 100 ft. by 50 ft., though larger areas are commonly granted to bigger than average families, and smaller ones have been necessary in other centres because of lack of space. Tools—generally a rake and a hoe—are in many cases provided by the committee or commissions in charge of the whole scheme. These are loaned for the season, rather than given outright. In some cases they are purchased from public funds or out of voluntary contributions by public-spirited citizens or business concerns. In other cases, local committees have arranged concerts or plays to raise funds for purchase of tools and for prizes to be given to the most successful gardeners. Model gardens, for which experienced gardeners are responsible, are often placed at strategic points among the gardens of the unemployed, for demonstration purposes.

Bedding out plants, such as cabbages, cauliflowers and lettuce sets, are started in cold frames, hot beds or greenhouses, made available by citizens or conducted by Parks Departments. This method is not the only one followed, however, for in some instances wholesale purchases have been made from nurserymen. Obviously the purchase of seeds and plants on a wholesale basis is much more economical than if retail prices are paid for small lots. Volunteer co-operation in the preparation of standard seed packages has been readily forthcoming, usually from Women's groups.

#### SUPERVISION.

In addition to the supervision of the unemployed gardeners and their gardens for which the Committee is responsible, the question of disciplining lazy or negligent gardeners has had to be faced, although only occasionally. The usual method is cancellation of all privileges granted, after warning; the plot is then turned over to another gardener.

Watering may be a difficult matter. In some Canadian cities the co-operation of the Fire Department has been found possible. In others, special provision has been made by Water Departments. Even the digging of wells by the gardeners has not been unknown.

Shelters against sudden storms have been contrived from scrap lumber given to the unemployed, in more than one Canadian city. At the end of the season such shacks are generally removed from the property. Sheds with locks are necessary for keeping tools.

The provision of drinking water and sanitary arrangements is another matter which should not be forgotten. Where whole families have been congregating to use the Community Garden as a recreation



centre, as has been the case in Canada, especially on long summer evenings, clearly some such provision is necessary if the gardens are at any distance from the gardeners' homes, the more so if there are no houses nearby.

It is sometimes necessary, as vegetables mature, to arrange for special protection of the gardens at night as well as during the daytime. Police have shown themselves ready to co-operate. On the whole, there has probably been remarkably little pilfering from Canadian examples of Community Gardens. Volunteer night watchmen from among the gardeners have undertaken night supervision. In some cases it has been found necessary to make readiness to perform this duty a condition before granting use of a plot.

#### CANNING.

A further logical development of the same thrifty spirit which prompts Community Gardening results in the canning of excess products as they become ready, with a view to keeping them for winter use. In a large eastern city demonstrations of drying and canning foods have been carried out in Community Gardens; stoves were set up and fuel was obtained by the gardeners from near-by merchants who donated empty packing cases; experienced teachers of Domestic Science came as volunteers to instruct the gardeners' wives in canning, with eminently satisfactory results. Gifts of sealers and rings were collected previously as the result of a public appeal.

The "canning project" has been organised much more thoroughly in several United States cities, where canning machines, etc., have been installed and the canned goods taken over by Emergency Relief Commissions for distribution as required.

In Canada, local requirements will in each instance determine the amount of organisation necessary. Obviously the avoidance of waste of surplus products is to be encouraged, especially since canning will make possible the supplementing of relief food budgets during the winter months. Sealers, etc., may be collected through the Women's Clubs taking an interest in the Community Gardens. It may be necessary to arrange for the winter storage of root crops on a community basis, since there will be some of the gardeners who lack cellar accommodation.

Family co-operation throughout the gardening season has been found to vary considerably. In some cases the women and children have helped the men with the work in the gardens. In others such co-operation does not seem to be welcomed by the men. Some Community Gardens have had swings for the children; others entirely lack space for any such facilities.

#### COMPETITIONS.

To stimulate interest and effort on the part of the gardeners, prize competitions have been found very effective. These competitions are generally for the best tended gardens, inspected at intervals during the growing season, and also for the products of the gardens, both in their natural form and canned, in the case of special produce.

Funds for prizes may be raised by the gardeners themselves, by means of concerts or other entertainments, or through the generosity of local business men and others. A Garden Exhibition in the late summer provides a definite objective towards which people will work with great enthusiasm if there are prizes.



In the larger cities, a central Show can be made a most attractive feature, the local shows in the district gardens serving in some degree as an elimination contest. Local enthusiasm will lead up to a climax in the city-wide contest and develop a healthy rivalry.

Two questions which have arisen in connection with Community Gardening merit consideration. First of these is the attitude of market gardeners and truck farmers to such projects. The answer in this case is that the large majority of those who take part in Community Gardening are unable, in any case, to afford to buy much in the way of fresh vegetables, so that the sales of "truck" can hardly be adversely affected.

The second question concerns those employed full-time or part-time who desire to become members of the Community Garden League. It has been found practical to make some small charge to such men, the charges varying from 25c. to \$2.00, including cost of the seeds supplied in the standard packages. The question of their eligibility for the competitions is usually left to the local committee to decide. Sets of gardening tools at a low rate made possible by bulk purchasing are sometimes made available to these men on the same terms as the other gardeners.

#### INDIRECT BENEFITS.

Indirect effects of Community Gardening projects have been almost as important as the fresh vegetables and occupation which were their primary objectives. These by-products lie largely in the realm of the morale of the participants and their families. A healthy rivalry and a certain sense of ownership have resulted in a comradeship and group spirit which are among the marks of good citizenship.

Visible results from this spiritual revival have taken varied forms. The huts and shacks which have been erected either individually or collectively; the fencing of gardens; the growing of flowers; the making of rock gardens—these are all real tokens of a renewed interest in life.

But the results of comradeship have gone further. In some cases picnics and sports programmes have developed among local groups as the men and their families came to know each other. Field Days have been held as a wind-up to the gardening season. Skating rinks have been erected by unemployed "gardeners" themselves on the ground occupied all summer by their gardens. Perhaps the most notable result is the development of a Community Centre in one large eastern city as a direct outcome of a Community Gardening project. Thus the good fellowship of the summer has carried over into an adult education programme of great value, which includes handicrafts, music and art, with other practical subjects such as carpentry and home-making.

With a central organisation in each city to give stability and a permanent backing to Community Gardening, it can make a varied contribution to the lives of many citizens in a time of emergency. But it has other and permanent values, which may live through into less anxious times. In the meantime, if only for the direct effect which it has on the standard of living of families, the movement is worthy of all the effort and enthusiastic support which citizens who have the good of their fellows at heart are able to devote to its promotion.

(This article has been reprinted in the form of a pamphlet which is available upon request.)

## ADULT EDUCATION AND CO-OPERATION IN NOVA SCOTIA.

Though not for the first time since Confederation, the eyes of all Canada are turned on Nova Scotia. The reasons are economic, educational, and social rather than political. Something has been going on in the province down by the sea which is making vast changes in the life of the people—a movement, educational in its origin which is bringing about an amazing improvement in the economic conditions of thousands accompanied by closer social relationships which tend to produce a mutual understanding whereby people will live and work together more harmoniously.

About five years ago St. Francis Xavier University at Antigonish organized an extension department in order to spread the advantages which education brings. Occupations in the constituency which the University seeks to serve are varied, including farming, fishing, lumbering and mining. Hard times are no novelty to those engaged in these occupations. The main objective of the extension department of St. Francis Xavier, as determined by its director, Rev. Dr. M. M. Coady, became "to motivate people to look after their own interests through organization, and to prepare them to solve their own problems."

### ST. FRANCIS XAVIER STUDY CLUBS.

Special emphasis was placed on the formation of Study Clubs. To quote from a pamphlet issued in October 1930 by the department :

"Conditions in the world have radically changed during the past 25 years. . . . The old methods and customs of the past will not suit modern conditions. . . . Business men, professional men, farmers, fishermen, and, for that matter, all classes are beginning to realize that they must break away from the old ways of doing things before they can succeed.

"To change from the old to the new requires study and a sound knowledge of the new. For this reason we find, all over the world, groups of people going back to schools, colleges, and universities for instruction in the subjects that have a bearing on their work. Many people have not the opportunity to attend classes in regular schools. This should not bar them from study. Experience has shown that the easiest, pleasantest and most profitable way for people to acquire knowledge relating to their daily activities is to organize into groups and to follow a systematic programme of reading, discussion and argument—in other words to form a Study Club."

The response to the invitation to organize with the assistance of the Department of Extension must have surprised even its members. By the close of the 1931-32 season, 179 clubs had been organized, with an average attendance of seven per group. At the end of last season the number had increased to 350, with an average attendance of fifteen members, giving a total enrollment of 5,250 members, of whom 700 were women. It is estimated that at present the membership is over 10,000 in about 800 clubs. St. Francis Xavier University is a Roman Catholic institution, but its study groups have been organized among people affiliated with all the religious denominations in Eastern Nova Scotia.

In addition to Dr. Coady, the staff of the Department includes Professor A. B. MacDonald as assistant director. Mr. A. S. MacIntyre is permanent field man for the industrial sections of eastern Nova Scotia and spends a great deal of his time in the Glace Bay branch of the Extension Department which was opened in August 1932, from which he directs the educational work among the miners and others. Rev. James Boyle, of Havre Boucher, spends the greater part of his time with fishing communities, and Rev. Michael Gillis, of Boisdale, concentrates on the rural activities.

#### THE CLUB PROGRAMME.

The Study Clubs meet weekly, but many of them have not been content with less than two or three meetings each week. From the Department of Extension mimeographed material, pamphlets and books on the subjects designated by the Extension Officers for study, are sent out. Small libraries of twenty-five books each have also been circulated among the clubs wishing to use supplementary material. Last season fifteen hundred books were mailed from the Open Shelf Library of the Department, all at the request of Study Club members. Last season, too, a Debating League of seventy clubs was an interesting educational development. An inter-County Schedule for the five eastern counties of the province was supervised by the Department officers, and package libraries of helpful material for the debates were prepared and sent out by the Department.

During the summer months of 1933, when the groups were not meeting for study purposes, educational rallies were held at central points as the result of joint action by several neighbouring groups. Serious addresses on such topics as "Co-operative Marketing"—various approaches to which were made by three speakers—and "Consumers' Co-operatives"—also discussed by more than one speaker, were interspersed with music, step dancing, community singing and the like.

With so many groups coming into existence, the Department of Extension also found it advisable to do something definite in connection with the question of leadership training. Accordingly last year, during January and February, a six weeks' course was given to a selected group of 83 rural leaders who were brought from all over Nova Scotia and Newfoundland to the University itself at Antigonish. These young men will be executives of the commercial undertakings described below which have resulted from the Study Groups.

#### ECONOMIC UNDERTAKINGS.

Many economic activities, organized on a co-operative basis, have grown out of the study work carried on by the farmers, fishermen and miners. Co-operative selling and co-operative buying have both been features of the developments which have resulted from the educational programme of the Extension Department, whose officers have given considerable assistance in setting up the local organizations which have in most cases performed the actual transactions, though in some instances it has been the officers of the Department who have "made the deals."

Co-operative lobster factories furnish a conspicuous example of the application of the new method. Formerly, selling according to the old individual plan in open market, prices obtained were low and marketing was inefficient. The new method involves the co-operative ownership

of canning factories which were taken over from private owners unable to face the depression. The lobster catch is carefully graded, the small ones being canned and the large ones sold to the Boston and Portland markets, where they bring a better price than would otherwise be obtainable.

Twenty Credit Unions have been organized in several of the counties, following careful study of the history and character of these organizations. Self-Help groups, whose members have been able to barter their services for the labour and services of others, were established following study of such activities in Milwaukee and Seattle. Furthermore, people interested made land available to men of the Self-Help groups, and as a result vegetables were grown for their own requirements. The Provincial Department of Agriculture supplied seed and fertilizers.

Rural parishes have undertaken to supply their own clothing by establishing textile plants using local products. Other ventures either contemplated or carried out concern the making of furniture or farming implements, the tanning of hides, the raising of goats and, in general, various other small enterprises for which the raw material is available on the spot. Fruit canning is a notable example.

On the side of co-operative buying, the purchases of flour, feed and fertilizer should be cited. Co-operative retail stores have been established, the profits from which have been returned to the purchasers of goods at their counters, very much after the manner of similar enterprises in Great Britain.

Vegetable marketing, organized in Cape Breton in 1931 by the officers of the Extension Department, is another co-operative effort which has met with success. The growing of cranberries, many crates of which are annually imported into Canada, is being closely studied, and will probably be stimulated as a worth-while side-line for farmers and fishermen.

The new Premier of Nova Scotia, the Hon. Angus L. MacDonald, is a graduate of St. Francis Xavier University, and is reported to be contemplating government action to organize the whole of the Province's primary industries, trade and community life on a basis of co-operation rather than competition.

This year, from January 29 to February 24, a second "Short Course" of four weeks this time instead of six as last year, has been held at the University, again with great success. It would be rash to attempt to prophesy the ultimate effect on the life of the province if the movement continues to grow at the remarkable rate of the last few years. It is already credited with having been of considerable value in relieving or removing the worst of the burden of unemployment from many municipalities by having made them virtually self-sustaining.

#### "THE EXTENSION BULLETIN."

On November 7 last, Volume I, Number I appeared of "The Extension Bulletin" published at St. Francis Xavier University, Antigonish, N.S., "in the interests of Adult Education." It is crammed with information of help to the Study Groups and is intended to replace the mimeographed material formerly sent out by the Department of Extension. Fortnightly issues have followed the first. Group action—non-political, non-partisan, non-sectarian, non-parasitic—is advocated in every issue. There is a Woman's Page—the Department is planning to

broaden its work among women. The Fascism of Italy, the Communism of Russia are both frowned on. The Roosevelt experiments in the United States are set forth for study. There is much frank criticism of evils of modern business methods.

Last autumn the Director of the Department, Rev. Dr. M. M. Coady, visited the Province of Alberta to co-operate with the Department of Extension of the University of that province in the organization of similar study groups there. What developments will follow? Who can tell?

The essential importance of the movement lies in the fact that through an educational approach to people's individual problems as they exist in rural and urban Nova Scotia, particularly the rural districts, it is helping people to help themselves. It is bringing them together for study. It is breaking down the barriers of individualism and isolation which have so frequently marked the farmer's lot. It is developing in the men and the women a greater capacity for living a full life, and the present emphasis on the economic aspects of their existence may very well lead to greater security which in turn makes a wider learning and a deeper culture possible.—E.M.

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## NEWS NOTES

### CENSORING MOTION PICTURES IN ONTARIO.

(The Annual Report of the Board of Censors).

It is interesting to note that there has been a heavy increase in British films reported and exhibited during the year, the number having trebled, as compared with the previous year.

The report remarks on the significance to British countries of the establishment this year of the British Film Institute in London, and gives the following quotation from *The Times*:—"There is to be a national clearing house for information on all matters affecting the production and distribution of instructional films. Producers and exhibitors and educationists will be brought into conference. In the wider province of the Empire, also, the Institute hopes to do effective work by undertaking research into technical questions and giving advice, whenever required, to Dominion and Colonial Governments."

The importance of securing a supply of selected films suitable for children was stressed throughout the report, and it was pointed out that opportunities for parents to select films suitable for Juveniles are now at every hand. Steady insistence upon suitable films, on the part of the parents, should go a long way towards improving the standard.

The report is very encouraging and shows a conception on the part of the Board, of true censorship.—K.S.

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### THE MAISONNEUVE COMMUNITY CENTRE.

The Montreal Parks and Playgrounds Association is to be congratulated on this second community centre which was opened in January in the Maisonneuve School.

Miss Jean Short, the successful director of Rosemount Community Centre, also acts as director of the new centre, and on the opening night Rosemount gave an entertainment.



The enthusiasm was tremendous and there were over 1,000 registrations that first night.

The next week groups and clubs were organized, covering music, sewing, knitting, flower making; teen age groups with various activities, parent education, woodwork classes, sign writing and mechanical drawing, cooking classes, debating clubs, an adult men's educational club, physical training and folk dancing, a recreation group, and classes in English, writing, arithmetic and French.

The amount of volunteer assistance in leadership, the diversity of activity, and the general atmosphere of enthusiasm, all point to a successful future for this community centre.—K.S.

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## JUVENILE COURTS IN ENGLAND.

*(Continued from page 46)*

### WHIPPING AS TREATMENT.

Periodically I get clippings from Canadian papers containing accounts of a new solution that has been discovered by a local judge for the problem of juvenile delinquency. He has ordered the boys to be whipped. (Why this treatment has never been discovered as an effective cure for bad girls I do not know). But the town is going "to be cleaned up." Whipping is the solution. The report of the British Commission showed that the highest percentage of repeaters were those who had been birched and the comment on this method of treatment is well worth the reading.

"It is pointed out that it is the bad type of boy who is whipped. These boys go from the court and boast to their companions that 'It didn't hurt' and in the spirit of bravado they deliberately commit the same crime again. Some natures are soured by this treatment and a spirit of revenge is engendered. A good many of these boys appearing before the court have been given thrashings by parents more terrible than any court dare order. Thus when a boy receives "six or twelve with the birch" by a kind-hearted officer of the law the effect is not helpful."

Cases were cited where some boys had been whipped and also bound over or put on probation. If only one offence has been committed it is pointed out by the Secretary of State that such a decision is contrary to the provisions of the Offenders Act and is open to grave question.

### CONCLUSIONS.

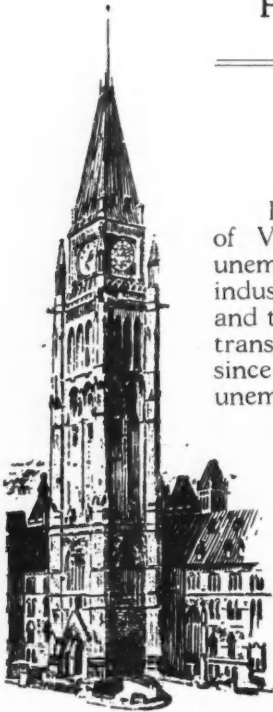
I came from the courts and institutions of England feeling that we in Canada have a lot to learn. We may have made more spectacular progress than the Old Country, but England stands unrivalled in the protection, treatment and after-care of its young offenders, and in the systematic study of the results of the various methods of treatment. Their Juvenile Courts and probation system would well repay our careful study. In the scientific study of delinquency England has made slower but more lasting progress.

# PUBLIC WELFARE SERVICES

## THE VANCOUVER SET UP.

MR. W. R. BONE.

(Relief Officer, Public Welfare and Relief Office, Vancouver.)



Prior to the general depression of 1930, the City of Vancouver was confronted with the problem of unemployment relief. Due to many of the primary industries of the province being of a seasonal nature, and the attraction of the milder climate to numbers of transient workers, the City has been faced continuously since the great war with the problem of caring for unemployed persons during the winter months.

Assistance was supplied to these indigent persons by the creation of relief works at which the applicants were employed at the rate of \$2.00 per day for married men and \$1.00 for single men. Administration of this work was allocated to the Public Welfare and Relief Department as a supplementary task to caring for those who were a permanent responsibility of the City.

Thus, when the unemployment problem became of major importance, this phase of the civic department's work was expanded, and by December of 1930 had surpassed the initial function of the department. Since that date it has continued to grow until at the present time only eight hundred of the nine thousand active cases on the relief office lists are in receipt of assistance for any other cause than unemployment.

Assignment of responsibility for administration of unemployment relief to a civic department thus places the control of policy and the supervision of all expenditure under the City Council through its Relief Committee which is composed of six of the twelve ward representatives. The sole exception is the distribution of clothing, a subject which will be dealt with later.

In addition to unemployment indigent relief, the Department has collaborated with the Mother's Pensions Branch in investigation and supervision of Vancouver Mothers' Pension problems since July 1932, when half of the expenditure in connection with these allowances was placed on the municipality. Under its jurisdiction is also the Old People's Home, an institution caring for a limited number of aged indigents whose qualifications, from a domicile standpoint, entitle them to additional consideration.

### DIVISION OF WORK.

On broad lines the Department is divided into two sections—unemployment and relief. The former includes married unemployment cases; family unemployment (cases in which the head of the family is temporarily absent through illness or imprisonment); women's unemployment (cases in which the woman is accepted as head of the household), and

single unemployed women's relief. The relief section includes those cases of indigent families who are a municipal responsibility for some reason or other than unemployment, and single women and women who are unemployable. In this section also falls the pension division which collaborates with the Mothers' Pensions Branch in investigation and supervision of Vancouver Mothers' Pensions and for preparation of claims for Old Age Pensions, Military Pensions and War Veterans' Allowances.

The unemployment and relief sections are headed by a supervisor. A third section, that of medical relief, is dealt with in detail under that heading. The personnel of staff numbers one hundred and sixty.

The following table illustrates the growth of the problem during the three year period 1930-1933 :

	GENERAL RELIEF (100% City Charge)		UNEMPLOYMENT (1/3 City Charge)		TOTAL
	FAMILIES	SINGLE MEN	FAMILIES	SINGLE MEN SINGLE WOMEN	
Dec. 31, 1930....	761	810	972	1,134	3,677
Dec. 31, 1931....	807	646	2,588	4,664	8,880
Dec. 31, 1932....	493	593	6,247	3,443	11,412
Dec. 30, 1933....	250	566	7,062	85	8,459

#### FOOD AND SHELTER (UNEMPLOYMENT).

All allowances granted to unemployment cases, other than to single unemployed women who are granted relief on a basic rate of forty cents per day, comply with a schedule issued by the Provincial Government in November 1932, which prescribes a food allowance as follows :

First adult.....	\$9.00 per month
Second adult.....	3.50 " "
Each dependant child.....	2.50 " "

The schedule further provides that grants for shelter, fuel and light in individual cases may be made up to a maximum of forty per cent. of the food allowance. The latter was increased by ten per cent. on March 1st, 1934, but the forty per cent is still compiled on the original scale. On June 1st, 1933, the schedule was varied to allow the payment of shelter grants based on a sliding scale ranging from \$5.00 to \$8.00 per month, depending upon the size of the recipient's family. In cases where shelter grants were made, the allowance for any other necessity of life is reduced to twenty per cent of the food allowance.

During the initial stages of unemployment relief the City maintained its own grocery store through which recipients drew supplies weekly from a limited list. In September 1932 the number of cases had grown to such proportions that this system became unwieldy, it being recognized at the same time that a hardship was being imposed on those persons living in remote suburbs. As a result the voucher method was inaugurated which allows the recipient to purchase groceries of his own choice to the amount designated at any licensed store in the City. A portion of the food allowance is covered in a separate voucher for use in meat and fish stores. In each case, however, bread and milk tickets are issued as formerly to insure that these staples continue to come into the household in proper proportion.

In 1933 sub-depots were established in four outlying districts where fortnightly issue of food vouchers is made to recipients in those areas.

No original applications or requests for any other type of assistance are received at these depots, they being for the purpose of food issue only

#### FUEL.

Until February 1st, 1934, the City maintained its own fuel yard from which either wood or coal was distributed on an inter-departmental voucher, according to the seasonal schedule in effect. This provided for half a cord of wood or one-quarter ton of coal per month during the summer months, and the same amount over three weeks during the winter. Since February 1st this system has been replaced by a voucher method which allows the relief case to purchase fuel to the designated amount from any dealer.

#### ELECTRIC LIGHT.

Allowances for electric light are based on a schedule in conformity with the size of the family concerned, the scale ranging from fifty cents per month for two adults to one dollar per month for the larger families. In cases where the consumption exceeds the Departmental grant, the recipient is required to make his own arrangements regarding the unpaid portion and, should the service be discontinued as a result of this abuse, the Department establishes the account only when it is necessary through sickness.

#### CLOTHING.

Clothing for all categories of relief recipients is distributed by the Central Clothing Committee, a group of private citizens operating a depot maintained by equal contributions from the Vancouver Welfare Federation, the Federal and Provincial Governments, and the City of Vancouver. Originally this depot was instituted for the solicitation, renovation and distribution of second-hand clothing to needy persons. However, as the period of depression lengthened, the supply from this source became inadequate and during the past year it has been maintained under the quadruple arrangement. The output of the staff of nineteen seamstresses and shoe repair men, who were recruited from the relief recipients and paid by the city, augments the ready-made clothing purchased through wholesale channels.

A specified number of applications are received daily at the Relief Department. The needs of the individual are canvassed and the list of requirements forwarded to the Central Clothing Committee. On arrival here, the requisition is checked against the issue card as agencies belonging to the Vancouver Welfare Federation are also entitled to request clothing assistance for needy cases through this depot. The method has proved successful in the prevention of duplication.

#### RELIEF MEDICAL SERVICE.

During the initial stages of unemployment relief the health problem developing among relief cases was primarily handled by the relief medical section, those patients requiring attention exceeding that of a minor nature being given authority for attention at the outpatients' department of the Vancouver General Hospital. This method led to congestion in the latter institution and in mid-summer of 1933 the doctors, in an effort to secure recognition of payment for treatment of indigents, closed the facilities of the outpatients' department to relief

recipients. Negotiations were opened which culminated on January 1st, 1934, in an arrangement being entered into with the Vancouver Medical Association, whereby the relief recipient is allowed to call his choice of doctors, the physician submitting his account direct to the Association. In turn the City and Provincial Governments contribute a specified amount monthly to the Association, which is distributed at the latter's discretion.

A departmental pharmacopoeia outlines routine prescriptions which the doctor may give and which are filled at any drugstore on a specified price scale. Any prescription not so detailed must be brought by the recipient to the departmental medical section for approval. Similarly, approval must be secured on outside doctors' recommendations for special diets or medical accessories.

The medical staff of the Department consists of two doctors and three nurses whose functions include co-operation with hospitals, sanatoria and other institutions in the placing of discharged indigent persons.

#### RELIEF WORK.

Since expiration of the Federal works program arrangement in the spring of 1932 no relief work other than of an experimental nature has been carried out by Vancouver. At the present time two such projects are under way, both of which provide for a limited number of applicants working for the value of relief received, the food proportion being given in cash but the remainder of the allowance being drawn through routine channels.

#### EARNINGS.

During the past eighteen months a schedule of exemptions on earnings has been effective in unemployment cases. This allows married men to earn \$10.00 per month without affecting their relief allowance. Any amount in excess of this sum, however, is deductible. Minor children of relief families are granted an exemption of \$20.00 per month on their earnings, the entire amount beyond \$20.00 being deducted from the family's grant. Earnings of adult sons and daughters living at home are dealt with on a board scale based on the individual incomes.

#### CO-OPERATION OF PRIVATE AGENCIES.

All cases applying for relief are cleared through the Vancouver Welfare Federation exchange, the exchange returning a slip indicating whether or not contacts have been established with the individuals through that medium.

The Relief Department utilizes the facilities of the Canadian National Institute for the Blind in dealing with all cases of blindness, civic contribution being made directly to the institute for distribution to the individual.

#### DEPARTMENTAL ROUTINE.

All applicants for relief are registered at the first contact with the Department under the Provincial Government regulations. The civic record is then completed and sworn to by the applicant. If he represents his case as emergent, a two weeks' food allowance is granted. Otherwise, the case is passed to the Investigation Section before any issue is made. The visitor's report form, when completed, together with the applicant's original affidavit, is passed to a file reading section, the purpose of which





## THE CHURCHES AND SOCIAL WORK

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### AN INTERESTING EFFORT IN MONTREAL.

LYRA B. TAYLOR.

Writing in 1899, Mary Richmond used these words : "Social workers are absolutely dependent upon the Church. We look to the Church as the Water Board, with its elaborate systems of pipes and reservoirs, must look to the uncontaminated springs in the hills, that are its sources of supply. The Church, on the other hand, will find social workers a modern convenience, if no more."

These are the words of a wise woman, devoted to her profession of social work, but clear-thinking enough to realize the true relationship existing between that work and the institution which is the custodian on earth of the spiritual and enabling power that issues (in one of its forms) in all efforts towards social betterment. It is, however, probably true to say that certain able social workers of the present day would disagree entirely with Mary Richmond. This group sees the Church simply as one of the many "community resources" to be used by the social worker for the benefit of the client as occasion may arise. They do not admit that the Church might have an important part to play in their own individual lives, as social workers, nor do they consider that it has anything of special value to offer the men and women with and for whom they are working. On the other hand it would also be admitted that there are some clergymen who place little reliance upon the professional social worker, who have small faith in the methods and techniques of modern social work, and who are unwilling to grant to the social worker even as much status as is implied in Mary Richmond's phrase "a modern convenience." But, especially in times like these, some degree of co-operation between all clergy and all social workers becomes imperative, and the more thoughtful members of both groups are increasingly anxious to build their co-operative efforts on a sound basis of mutual understanding.

For some months past a small sub-committee of The Montreal Council of Social Agencies under the chairmanship of Dr. Helen R. Y. Reid, has been considering this matter of the relationship between The Church and Social Work. The sub-committee members were fully aware of the magnitude of the task they had undertaken, and were for a time doubtful whether any good would result from their study. However, the chairman's enthusiasm spurred them on to continued efforts, and on February 1st, 1934, the following letter and questionnaire was sent out to presidents and executives of 56 council agencies, 3 associate members and 3 special committees.

#### "RE—THE CHURCH AND SOCIAL WORK.

It is the hope of the sub-committee appointed to study this subject that some helpful information may be obtained from our social agencies

if answers can be given to the following questions. Such information, when collected and arranged, will possibly offer fruitful suggestions to both Church and Social Workers which may be of use in interpreting functions and in improving service; and a more understanding relationship may result, to the lasting benefit of the community which is served by both professions.

This letter is being sent to the presidents and executive directors of our agencies. We realize that it will be difficult and perhaps impracticable, unfortunately, for these questions to be submitted to Board members and staffs. We shall therefore content ourselves if we are able to get frank and considered individual replies from the President and executive director of each agency.

All information will be treated confidentially, and will not be used as coming from any individual agency or person.

#### QUESTIONS.

1. Remembering that charitable work was born within the Church, (a) do you think there should be a closer relationship between Social Agencies of to-day and the Church of to-day? (b) If yes, then in what way?
2. How many Clergymen, if any, are there associated with the work of your Agency who are taking more than a nominal part in its activities? (b) What are their functions and duties?
3. If you have no Clergymen, Board or Committee Members, do you think the results accomplished by your Agency would be greater or more effective, or both, if such membership were encouraged?
4. (a) Do you consider that closer association of the Social Worker with the Church would be desirable, and (b) would such association enhance the value of the social work done by the worker?
5. (a) Can the Clergy establish any contacts with the Social Worker which might be of mutual benefit? (b) if yes, then in what ways?

#### 6. Remarks."

The sub-committee who sent out the questionnaire were under no misapprehension as to the circumstances and conditions under which they would be received and answered by the busy men and women holding positions of responsibility in the social agencies. The subject, however, immediately aroused the greatest interest, and the percentage of replies received was greater than is usual when the questionnaire method is employed; 44 Agencies were represented in the answers received.

It is obviously impossible, in such brief space, to summarize the highly individual opinions and remarks which were received in the voluminous replies sent in to the sub-committee.

It was felt that the circulation of the questionnaire was justified not because it revealed any one specific prescription for the cure of the inadequacies of efforts directed towards enhanced co-operation of the social agencies and workers with the Church and the Clergy, but simply because thought about these things had been stimulated and considerable discussion aroused. It was evident that the questionnaire acted as a spur to self-examination by not a few Council Members, and as a challenge to a clearer definition of the principles and practices of some

social agencies. To certain social workers it afforded a safe outlet for the discreet expression of pent-up opinions and feelings, evidently the result of individual experiences. To others it gave an opportunity to express their high hopes and aspirations, and their faith in mutual co-operation as a means of better service to their less fortunate fellow citizens.

In its report, submitted to a recent meeting of The Montreal Council of Social Agencies and signed by the four members, Dr. Reid (chairman), Rev. J. F. Morris, Rev. T. W. Jones, and Miss Lyra Taylor, the sub-committee offered the following practical suggestions for the Council and for the co-operating Social Agencies.

*"Things which the Council, the Agencies and the Social Workers could do to make for better relationships with Church and Clergy."*

1. Always notify and tell a Clergyman of the agency's interest in a client in whom he or his Church group are interested or are supposed to be interested.
2. Council and agencies to co-operate in offering to the denominational Social Service Committees and individual churches a well-organized and continuously active speaker's service on "Social Work, its problems, principles and objectives."
3. Agencies, expressing through their presidents, or executive officers the willingness or desire to have Clergymen on their Boards and Committees in a regular or advisory capacity, might so instruct their nomination committees and enter upon a new experimental phase of membership organization.
4. Council Divisions and agencies could offer more conferences of an informal character on Round Table and social lines for the benefit of social workers and district clergymen.
5. Social Workers should always consult Clergy on community programs, inviting their co-operation and assistance, and meeting them together as a district group, thereby avoiding duplication of programs and achieving co-ordination of plans.

*With some diffidence, the sub-committee ventured to suggest that there were also some "Things which the Church and the Clergy might do." These included the following:—*

1. Make greater and continuous careful use of the Social Service Exchange.
2. Prepare theological students more adequately for their life work by including in their training, courses on Case Work, and field work with families, to be arranged by the Montreal School of Social Work and the Family Welfare Association.
3. Encourage Church and Ministerial groups to ask for Speakers or Round Tables for joint discussion of social work and community problems.
4. The Clergy, to meet and know District Social Workers individually, and groups of Clergy to meet groups of Executives, informally.
5. Consult Social Workers always before making or altering a plan for a client of a Social Agency.

*Among the "Things which both groups might do" were suggested:—*

1. Abstain from too great and frequent mutual criticism.
2. Try and understand more accurately and more patiently the difficulties of the "other fellow's job," and the great common interest shared by both. Clergy and Social Workers are human beings, not saints or angels—yet!
3. Take the duty of interpretation seriously, and prepare ourselves with knowledge and goodwill,—the Social Worker and Board Member to tell the story of social work to the Clergy, and the Clergy to pass it on with understanding and sympathy to the members of the Church.

The sub-committee has been asked to continue its work and is planning to do so. In addition to the circulation of the report among Council Agencies, copies are being distributed to the local Protestant clergy and requests for their constructive criticisms are solicited. The Committee hopes more particularly to explore ways of putting into operation some of the practical suggestions offered as a means of increased co-operation between Church and Social Work. No immediate and spectacular results are looked for. As one member of the sub-committee expressed it, "we are simply ploughing and harrowing ground." The value of moving slowly, apart from the apparent necessity of so doing is definitely recognized, together with the danger of adopting hasty if well-meant artificial arrangements. Our busy age, "absorbed in multiplicity," is perhaps likely to adopt a narrow and superficial definition of "work." One of the hardest forms that real work may take, is that of thought and contemplation, not perceptible to the so-called practical mind, but often fruitful in results which stand and endure. It is in work of such a nature that the sub-committee believes itself to be engaged. It is to work of such a nature that it is hopeful of stimulating others.

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*(Continued from page 39)*

#### VANCOUVER CENTRAL CLOTHING COMMITTEE.

Vancouver is one of the larger cities in Canada which is handling the vexed clothing question on a volunteer basis. Efficiency and enthusiasm are proving a strong combination, and Vancouver is to be congratulated on another year of very real achievement.

From January 1st to December 31st the following total number of clothing cases were handled; adults, 15,931, dependents, 20,438, including public school and Roman Catholic school children, general, and Pensions cases.

In the clothing department, garments were made from new or from salvaged material, or were reconditioned, to the total number of 21,164.

In the repair department, 7,157 shoes were repaired either in the communities workshops, or by merchants.

In the distributing department, 12,770 new shoes and 1,794 donated shoes were issued, while 80,399 garments were distributed.

These totals represent wise planning and intelligent service in the handling of an important piece of community work.

## GENERAL

## THE TRAINEE COURSE.

The Canadian Association for Social Workers have carried through this winter an interesting short trainee course for social work practitioners. The meetings were held in Toronto.

In the application for admission the applicant was required to state particulars as to employment, experience in related fields, academic standing and the reason for desiring the course.

The lectures covering a wide range of subjects were held from January the tenth to April the twenty-fifth as follows :

Jan.	10—Miss Frieda Held . . . . .	History of Social Work.
"	17—" " " " " " " "	" " " "
"	24—" " " " " " " "	" " " "
"	31—Mrs. G. Cameron Parker . . . . .	Philosophy of Social Work.
Feb.	7—" " " " " " " "	" " " "
"	14—Miss Mary I. Jennison . . . . .	Community Organizations.
"	21—Miss Norma Touchburn . . . . .	Family Case Work.
"	28—Miss Nora Lee . . . . .	Child Welfare.
Mar.	7—Miss Charlotte E. Whitton . . . . .	Social Legislation.
"	16—Miss B. E. Touzel . . . . .	Relationship Between Public and Private Agencies.
"	28—Dr. E. P. Lewis . . . . .	Mental Hygiene.
"	21—Mr. Martin Cohn . . . . .	Group Work—Prevention and Delinquency.
April	4—Miss Barbara Finlayson . . . . .	Case Work Analysis.
	(Last four lectures).	K.S.

VANCOUVER.

(Continued from page 59)

is [to determine whether the statements in the two conform, and to insure that any additional action regarding bank accounts, property, insurance or employment of any member of the applicant's family is taken. At the completion of the investigation the file is sent to the issue section if the application is approved, and the applicant granted assistance on the merits of his case.

All food issues are made on a fortnightly basis, while fuel, shelter and light allowances are granted monthly. Clothing orders are not issued unless a four month period has intervened since the previous application.

The applicant's registration card bears his Departmental file number, based on an alphabetical-numerical plan, and it is under this arrangement that the food voucher issue is made, the A's, B's and C's being dealt with on Monday of the issue week. This method facilitates handling.

On each contact with the Department the applicant is required to submit a signed statement as to earnings for the previous thirty days, this form being used as the basis of prosecution should later developments indicate that income has been concealed.

## TRANSIENTS.

As the civic department is responsible only for married cases, and single unemployed women, single men being handled through a Government operated agency, the transient family is the only category in the "drifter" classification dealt with. Married applicants who have taken up residence in the city since May 1st, 1931, are regarded as Government responsibilities, their initial contact being with the Provincial office which conducts the investigation and authorizes the City department to make any approved issue.







(Continued from inside front cover.)

- No. 55. The Non-Academic Child.  
No. 56. Protection Against Diphtheria.  
No. 57. You Wanted to Know Something About the Canadian Council on Child and Family Welfare. (Published in French also). (English out of print).  
No. 57A. The Canadian Council on Child and Family Welfare. (Revised edition (1934) of No. 57).  
No. 58. Social Service Exchange.  
\*No. 59. Relief and the Standard Budget.  
No. 60. Helping People in Need.  
Record Form and Instructions, (designed for use in the present unemployment situation).  
No. 61. Boys in Trouble.  
No. 62. "In Times Like These" (Suggestions for the organisation of community welfare and relief services.  
Supplement A—The Actual Provision of Relief.  
Supplement B—The Organisation of Special Services for Problems of a Particular Type.  
Supplement C—The Organisation of Relief Work Programmes.  
No. 63. The Visiting Housekeeper.  
No. 64. The Central Bureau in the Catholic Welfare Programme.  
No. 65. The Day Nursery in the Programme of Child Care.  
No. 66. Sample Food Budgets and reprints of the Section on Menus and Budgets.  
No. 67. Fair Time for the Nurse.  
No. 68. Posture, Body mechanics.  
No. 69. Ophthalmia Neonatorum. (Babies' Sore Eyes).

#### Reprints

- (1) Some Considerations re Health Insurance.
- (2) Some Considerations re Unemployment Insurance.
- (3) Administration of Clothing Relief.
- (4) Activities of the Department of Public Welfare, Toronto.
- (5) Child Protection in England and Wales.
- (6) The Essentials of a Relief Programme for Canada.

L.T.A. Publ'ns No. 1-12. Recreation Bulletins dealing with various phases of recreation are available on request  
L. T. A. Pub'n. No. 13, Community Gardens.

#### Charts—(Wall Size)—

- Nos. 1, 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1925, 1926, 1928).  
Nos. 9, 12, 16. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).  
Nos. 17A-B-C. Does Your City Lose It's Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1926-30). 1932.  
Nos. 2, 8, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926, 1927, 1928).  
\*No. 4. Illiteracy Breeds Illiteracy, 1921 Census.  
No. 6. Child Placing is Child Saving.  
No. 5. The Vicious Treadmill (Illiteracy in Cities—1921 Census).  
\*No. 13. A Blot on the Map of Canada. (English and French)

Posters (at cost)—No. 1. "The Gay Adventurers." No. 4. "Baby's Stomach is Very Small."  
No. 2. "The Protection of the Child." No. 5. "Have You a Clean Bill of Health."  
No. 3. "Every Canadian's Heritage." No. 6. "The Porridge Party."  
No. 7. "The Sun Baby."

Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice. (Free).

Post-Natal Letters—(In English and French)—A series of seventeen letters giving post-natal help and advice (Free).

Pre-School Letters—(In English)—Five series of 17 letters, covering the years from one to six in the child's life. Child Welfare Problems in Habit Formation and Training—(A series of six pamphlets). (Free).

Patterns—Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost).

Diet Folders—Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost).

Health Record Forms—For the use of physicians, clinics, conferences, etc. (At cost).

Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference.

Official Organ—"Child and Family Welfare," issued bi-monthly.

# Canadian Council on Child and Family Welfare

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health,  
COUNCIL HOUSE, 245 COOPER ST., OTTAWA, CANADA.

## OBJECTS.

1. To promote in co-operation with the Child Welfare Division of the Federal Department of Health and otherwise, the general aims of the Council:
  - (1) By an annual deliberative meeting, held preferably in September or May, of each year.
  - (2) By the activities of Divisions of membership on Maternal and Child Hygiene; Child Care and Protection; Family Welfare; Community Organization; Delinquency Services; Leisure Time and Educational Activities; French-Speaking Services; Officials in Public Welfare Administration.
  - (3) By affording a connecting link between the various Federal Departments and the Council's constituent bodies.
  - (4) By such further developments of the general welfare program as may be recommended from time to time by the executive or any sub-committee thereof.
2. To arrange if possible for an annual conference on welfare matters.
3. To co-ordinate the welfare programs of its constituent bodies.

## MEMBERSHIP.

The membership shall be of two groups, institutional and individual.

- (1) Institutional membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.
- (3) All classes of members shall have equal rights of vote and speech in all meetings of the Council.

## FEES.

1. National Organizations..... Annual Fee, \$5.00—Representatives: 3.
  2. Provincial Organizations..... Annual Fee, \$3.00—Representatives: 2.
  3. Municipal Organizations..... Annual Fee, \$2.00—Representatives: 1.
  4. Individual Members..... Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Council and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

BOARD OF GOVERNORS—Thirteenth Year, April 1st, 1933—March 31st, 1934.

Division	I.—Maternal and Child Hygiene	Chairman—Dr. J. T. Phair, Toronto. Vice-Chairman—Dr. H. E. Young, Victoria.
"	II.—Child Care and Protection	Chairman—Mr. Robt. E. Mills, Toronto. Vice-Chairman—Judge E. H. Blois, Halifax.
"	III.—Family Welfare	Chairman—Mr. F. N. Stapleford, Toronto. Vice-Chairman—Miss Robina Morris, Toronto.
"	IV.—Community Organization	Chairman—Mr. J. H. T. Falk, Vancouver. Vice-Chairman—Dr. Helen R. Y. Reid, Montreal.
"	V.—Delinquency Services	Chairman—Mr. H. Atkinson, Portage la Prairie, Man. Vice-Chairman—Judge H. S. Mott, Toronto.
"	VI.—Leisure Time and Educational Activities	Chairman—Capt. Wm. Bowis, Montreal. Vice-Chairman—Mrs. G. Cameron Parker, Toronto.
"	VII.—Officials in Public Welfare Administration	Chairman—Mr. A. W. Laver, Toronto. Vice-Chairman—Mr. A. Chevalier, Montreal.
"	VIII.—French-speaking Services	Chairman—Col. L. R. LaFleche, Ottawa. Vice-Chairman—Madame Jules Tessier, Quebec.

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Mr. A. J. Frieman, Ottawa.  
Mrs. J. A. Stewart, Perth.

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### Interests.

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Miss Charlotte Whitton, M.A.

